

July, 1955

# The American School Board Journal



A PERIODICAL OF  
SCHOOL ADMINISTRATION

## **In This Issue:**

★ **The Schools, a Joint Stock Company** — *Glazier*

★ **Should Schools Be Closed in World War III?** — *Ridgway*

★ **How Shall Vocational Education Be Developed?** — *Mobley*

★ **Douglass Senior High School** — *George*

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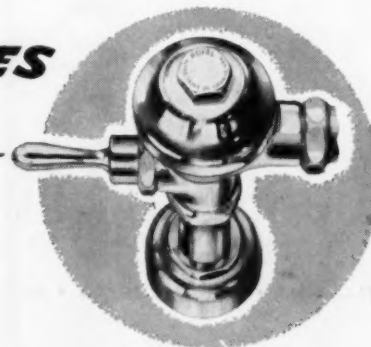
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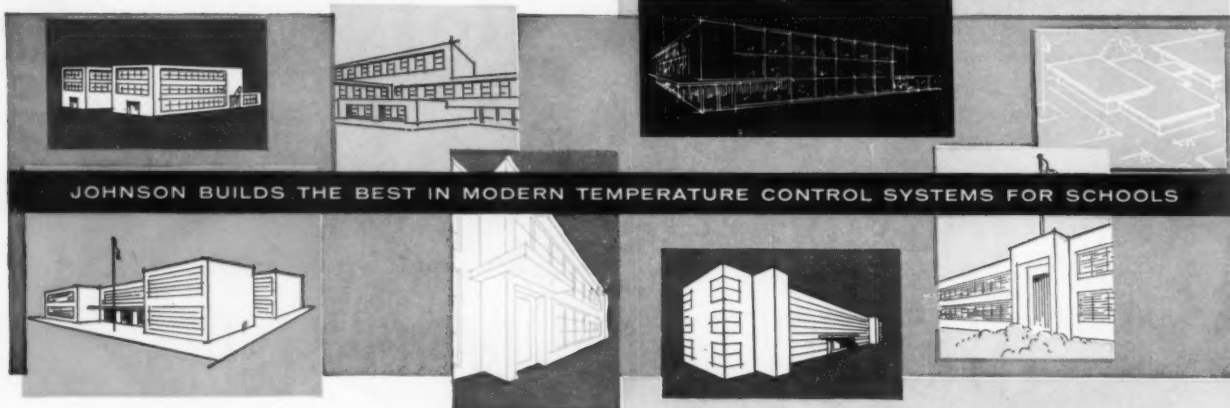


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TEMPERATURE  AIR CONDITIONING

PLANNING • MANUFACTURING • INSTALLING • SINCE 1885



# THE AMERICAN School Board Journal

*A Periodical of School Administration*

July  
1955

VOL. 131

NO. 1

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## Items of Current Interest

EDWARD M. TUTTLE

There is a thrill in watching school boards in the states, and their federation into the National School Boards Association, brings to bear an important factor which heretofore has not been present to any such degree. Boards of education bear the responsibility for the operation of schools in their respective communities. In a very real sense they stand between the public and the profession. Their function is to establish the basic policies which will enable teachers and administrators to carry out the wishes of the people as regards the contribution of the schools to the children, youth, and adults of each community, of each state, and of the nation as a whole. This is a tremendous responsibility to place upon citizen board members who for the greater part give their services voluntarily, gladly, and unselfishly. That is our American plan for the control of education.

Let us hasten to add that there is no feeling that school boards or their associations can solve the problems of education by their own efforts. On the other hand, neither can any other organization—professional, semiprofessional, or lay—solve these problems alone. Their solution will require the united efforts of all Americans working together toward the common goal of a more effective system of universal public education.

But the growth of associations of school boards in the states, and their federation into the National School Boards Association, brings to bear an important factor which heretofore has not been present to any such degree. Boards of education bear the responsibility for the operation of schools in their respective communities. In a very real sense they stand between the public and the profession. Their function is to establish the basic policies which will enable teachers and administrators to carry out the wishes of the people as regards the contribution of the schools to the children, youth, and adults of each community, of each state, and of the nation as a whole. This is a tremendous responsibility to place upon citizen board members who for the greater part give their services voluntarily, gladly, and unselfishly. That is our American plan for the control of education.

But so complex have the factors become which affect the progress of the schools that school board members need all the help they can get to keep abreast of the times and to reach right decisions. Nor are these factors confined to each local district. Statewide and nationwide forces and movements often have an important bearing on the decisions local boards must make. That is the major reason why school boards have developed their associations as a means of collective self-help. That is the reason why school boards associations are ready and willing to co-operate with all other groups working for better schools. That is the reason for reporting in this arti-

cle some items of current interest that have come to attention in recent weeks. They all have a bearing on the future of America's schools.

### Symposium Dates Set

Referring to the announcement in this column last month of a Nationwide Symposium to Explore New Approaches to the Problems of Public Education under the auspices of the National School Board Association, decision has been reached to hold this meeting at the Pickwick Hotel in Kansas City Mo., on Thursday, Friday, and Saturday, September 29, 30, and October 1. A meeting of the N.S.B.A. board of directors will be held in the same hotel the preceding day, September 28.

Participation in the Symposium will be by invitation, first to two leaders from each state school boards association and to N.S.B.A. officers and directors, then to selected leaders from the education and other professions, and from the ranks of science, economics, industry, communication, the armed forces, etc.

Like preceding study conferences held by the N.S.B.A. at Evansville, Ind. in 1953, and at St. Paul, Minn. in 1954, the 1955 Symposium will bring together association leaders from every state. But, unlike the 1953 and 1954 conferences, it will not deal with association problems as such. Rather, the Symposium will be designed, with a considerable amount of outside resource assistance, to give school board leaders new ideas as to possible solutions for some of the seemingly insurmountable problems that face the public schools of America.

N.S.B.A. President O. H. Roberts, Jr., has appointed Project Director M. E. Stapley and Executive Secretary Edward M. Tuttle as codirectors of the Symposium. The program is in process of development and it is hoped may be given to readers in the September issue of the JOURNAL.

### P.T.A. Leadership Changes Hands

Presidents of the National Congress of Parents and Teachers are elected for three-year terms, and in many respects the system is a good one. From May, 1952, to May, 1955, the president was Mrs. Newton P. Leonard of Providence, R. I. Her administration was notable for its policy of wholehearted co-operation with other organizations and agencies concerned with

### CAREER

*There are two just reasons for the choice of any way of life: The first is inbred taste in the chooser; the second some high utility in the industry selected.*

— ROBERT LOUIS STEVENSON

Fortunate indeed is the man or woman whose work from day to day meets the ideal set forth above. To earn our way in the world doing something worth while that we like to do is a veritable blessing. Too many, through circumstance or lack of guidance, fall into tasks which are distasteful and from which there seems no escape. Sometimes, under such conditions, a person of strong character may cultivate the taste which was lacking at the start and come in the end to enjoy his daily breadwinning. The test of "high utility" will have many degrees of interpretation, but at least we hope the work we do will qualify as an honest and necessary contribution to the welfare or comfort of our fellow men. — E. M. T.

the improvement of public education.

The National School Boards Association in particular enjoyed and profited by the close working relationship which was begun in the early months of Mrs. Leonard's term of office and continued throughout. This has also been reflected in many states where the State Congress of Parents and Teachers, the State School Boards Association, and the State Education or Teachers Association have been the big three spark plugs of educational progress. We thank Mrs. Leonard for her great contribution to America's public schools.

The 59th Annual Convention of the National Congress of Parents and Teachers, held in Chicago, May 23-25, 1955, was made notable by the dedication ceremonies for the fine new headquarters building on Chicago's near north side. A dream which P.T.A. leaders had held for years has thus become a reality, paid for by the nickels, dimes, and quarters of the more than nine million members from every state and territory.

The Convention elected a new national president, Mrs. Rollin Brown of Los Angeles, Calif. Mrs. Brown has given 25 years of active leadership to parent-teacher work at city, state, and national levels. She is a past president of the California Congress, and has served 10 years on the National Board. Her fields of special interest have been school finance and legislation, but she has also served her city and state ably as president of the Los Angeles Recreation and Parks Commission and as chairman of the California State Recreation Commission. Currently, she is a member of President Eisenhower's Committee for the White House Conference on Education. We congratulate Mrs. Brown on her election to the highest office in the P.T.A.

(Continued on page 8)



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## **Herman Nelson DRAFT|STOP System Eliminates Overheated Classrooms; Substitutes Controlled Cooling for Costly Open Window Ventilation**

**C**LOSE the windows and cut your heating costs! It's just that simple—with the installation of Herman Nelson DRAFT|STOP. And, in addition to the dollars saved, you eliminate the end product of the overheated classroom—logy, listless students.

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Yes, if you count the cost, you'll close the windows—and let Herman Nelson provide double dividends in the form of cash savings and true classroom comfort. For complete information, see our catalog in Sweet's Architectural File, or mail coupon on adjoining page.



**CALIFORNIA.** An outstanding school in a perfect setting. New San Lorenzo Valley High School, Felton, Calif., features Herman Nelson Unit Ventilators for day-long classroom comfort. District Superintendent: Dr. Eugene Haskell; Architect: John Lyon Reid & Partners; Engineers: Bayha, Weir & Finato; Mechanical Contractors: Atwood & Sons.



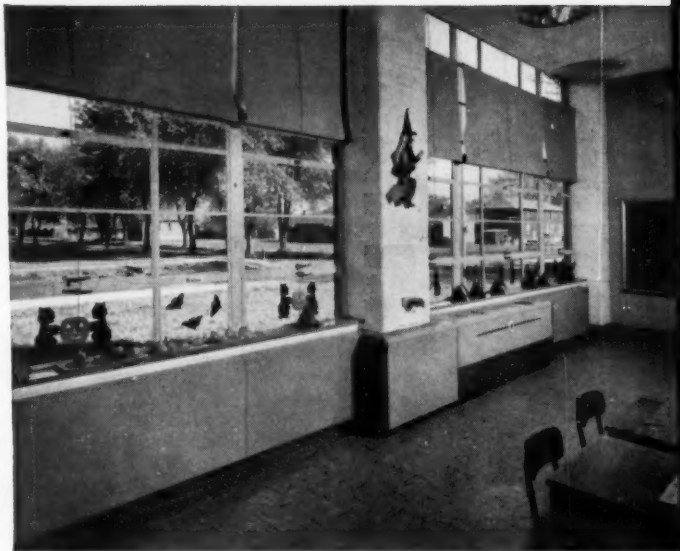
**Provides  
COOLING, HEATING  
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All at minimum cost**

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UNIT VENTILATOR PRODUCTS

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SYSTEM OF  
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# cool savings!



**MICHIGAN.** Installation of Herman Nelson Unit Ventilators at the Ralph J. Bunche School, Ecorse, Mich., features unique DRAFT|STOP Wall which, in addition to eliminating window downdrafts, serves as an economical wall finish. Note how filler section fits around pilaster—another example of Herman Nelson flexibility. Superintendent of Schools: Ralph E. Brant; Architect: Bennett & Straight; Engineer: Benjamin Schulz & Associates; Mechanical Contractor: Standard Plumbing & Heating.

**ILLINOIS.** Perfect "teaching temperature" assured Grant School, Decatur, Ill., by Herman Nelson Unit Ventilators. Superintendent of Schools: Lester Grant; Architect and Engineers: Harris, Spangler, Beall & Salogga; Mechanical Contractor: S. E. McDaniel & Co., Inc.



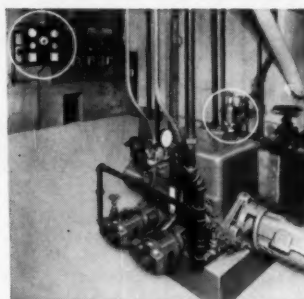
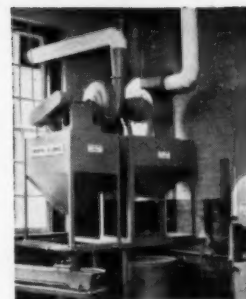
## OTHER



## SCHOOL PRODUCTS

### KEEPS WOODWORKING SHOP SPIC AND SHAN

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City \_\_\_\_\_ State \_\_\_\_\_

## OF CURRENT INTEREST

(Continued from page 5)

family. We wish her a most successful administration, coming as it does during a period of rising public interest in public education. We pledge the continued co-operation of school boards and their associations with P.T.A.'s and their congresses.

### H.R. 5828 Would Establish An Independent Office of Education

Late in April, Congressman Frank Thompson, Jr., of New Jersey introduced in the House of Representatives a bill to establish an independent Office of Education in the executive branch of the Federal Government. The bill was referred to

the House Committee on Education and Labor of which Mr. Thompson is a member and representative Graham A. Barden of North Carolina is the chairman.

This proposal is in line with Item 17 of the basic statement of Beliefs and Policies of the National School Boards Association, which reads as follows:

Because of the universal, non-partisan nature of the educational process, the National School Boards Association will continue to work for the establishment of a National Board of Education, composed of outstanding lay citizens, and having jurisdiction over an independent Office of Education, administered by a U. S. Commissioner of Education appointed by the Board as its executive officer.

Pending the attainment of the goal set forth above, the National School Boards Association approves the plan for the lay Ad-

visory Committee on Education to the Secretary of Health, Education, and Welfare, with the U. S. Commissioner of Education acting as the secretary of the committee without vote.

The plain truth of the matter is that, after more than a year since the proposal by the President for an Advisory Committee was made, no such committee has been created. Experience over this period has further emphasized the dangers and confusion that arise from having the U. S. Office of Education under a political department of the government. Education, like the judiciary, should be placed beyond the influence of partisanship.

Nothing is to be gained by directing criticism at individuals like the Secretary of Health, Education, and Welfare or the Commissioner of Education. It is the governmental setup that is at fault, a setup which places such vital services to all our people as Public Health and Public Education under the influence of party politics. Over the years we have seen the U. S. Office of Education shunted from one department of government to another, always in a subordinate position, always subject to party domination, never having the permanence and prestige which the very nature of its contribution should require. More recently we have seen the same kind of situation affecting the Public Health Service in its relation to the handling of the Salk polio vaccine question.

When will we learn to take services like these out of the realm of partisan control? In the field of education, Congressman Thompson's bill offers a present opportunity.

H. R. 5828 provides for a Board of Education in the Federal Government consisting of 11 adult citizens appointed by the President by and with the advice and consent of the Senate. The members will serve for 11 years, with one member appointed each year, and not more than six can be from the same political party. They will serve without pay except for transportation costs and a per diem of not to exceed \$25 for a total of not to exceed 40 days per year.

The Board shall meet at least twice and not to exceed 12 times a year at the call of the Chairman who is to be chosen by the Board itself. The U. S. Commissioner is to be an outstanding professional educator, appointed by the Board, and serving as its executive officer. The Act would take effect on July 1, 1956.

A significant sentence in the Act reads: Nothing in this Act shall be construed to authorize the Board of Education, the Commissioner of Education, or any officer or employee of the United States Office of Education to exercise any direction, supervision, or control over the administration, the personnel, the curriculum, the instruction, the methods of instruction, or the materials of instruction with respect to any local board of education or State educational agency or local school or State system of schools.

Here is a piece of national legislation to which the school boards of America and their associations should be able to give wholehearted endorsement and support. It is in keeping with our basic philosophy that the control and guidance of educational

(Concluded on page 58)

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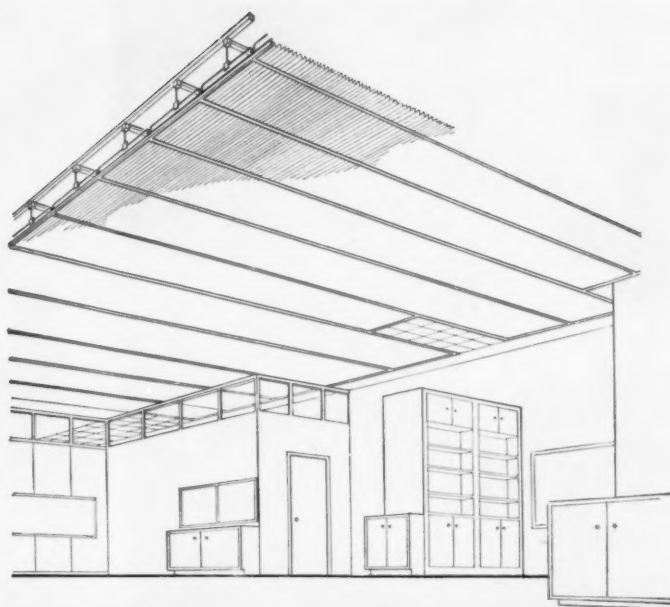
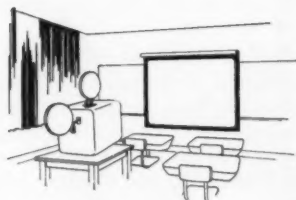
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flexible lighting system  
to meet all the  
needs of modern  
classrooms

## WAKEFIELD



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**IRREGULAR PERIMETERS NO PROBLEM.** In addition to pre-planned and packaged Photo-Metrics for standard rectangular classrooms, minimum Design Units in 3'x4', 3'x6' and 3'x8' are available. Thus alcoves and other special areas are no problem. The designer can lay out his Photo-Metrics to follow the perimeter of his classroom, even carrying the diffuser over the tops of movable walls.

**SELECTIVE SWITCHING FOR AUDIO-VISUAL.** "Dim-outs" rather than black-outs are needed for classroom projection. To reduce room brightness to screen brightness, you need large area, diffuse light sources such as Wakefield Photo-Metrics, which through selective switching can lower the quantity of light without altering its over-all distribution pattern.

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They consist of highly diffusing corrugated plastic panels of a specially formulated vinyl chloride, known as Wākon, suspended below a flexible fluorescent lighting system. The Wākon diffusers, which are non-combustible, are mounted in a free-suspended but rigidly locked grid which can be readily assembled to meet the lighting requirements and fit the structural limitations of various proportioned classrooms.

*Told here are several of the basic advantages of Wakefield Photo-Metrics for modern classroom planning. Many others are described and illustrated in our new 40-page booklet called, WAKEFIELD LIGHTING: AS FLEXIBLE AS YOUR CLASSROOMS. Write for one to The Wakefield Company, Vermilion, Ohio. In Canada: Wakefield Lighting Limited, London, Ontario.*

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VERMILION, OHIO  
**WAKEFIELD LIGHTING LIMITED**  
LONDON, ONTARIO





George School, Bucks County, Pa., showing left to right: Main Building, Drayton Hall, Redford Hall and Hallowell Art Center.

## Reduction in OVERHEATING Cuts Fuel Costs at George School

Five of the 28 steam-heated buildings at George School, famous 60-year old preparatory school of the Society of Friends, were placed under Webster Moderator Control in 1950 with a reduction of \$2,956 in the cost of oil for the first heating season.

Leon J. Baker, Chief Engineer, points out that the savings were achieved despite a 9% increase in the equivalent direct radiation and an 8% increase in the degree day heating load.

Formerly, George School had found that certain of the dormitory buildings were badly overheated. After careful study of central heating control systems used on other school and college campuses, they authorized installation of a Webster Electronic Moderator System for the Main Building, which includes administrative offices and a girls' dormitory. This provides continuous steam flow, varied automatically with every change in outdoor temperature.

For the new Hallowell Art Center, the faculty apartment building, and two of the boys' dormitories, George School selected Webster EH-10 Moderator Systems. These provide pulsating steam flow with automatic heat variation accomplished by Webster Outdoor Thermostats.

"We are greatly pleased with the reduction in overheating achieved with the Webster Moderator System," Mr. Baker said. "The cooperation of Webster representatives has been outstanding.

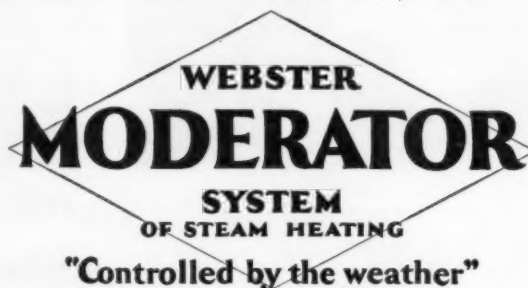
They have stayed on the job until we secured the results we were after."

The new Alumni Building, a boys' gymnasium recently completed, is heated by Webster-Nesbitt Unit Heaters and Webster Steam Heating Specialties. Bowers Bros. Co., Philadelphia, made the heating installation in the new Alumni Building, the new Hallowell Art Center, and the new boiler plant.

If you are planning the heating for a new building or modernization of an existing building, the Webster Moderator System may belong in your plan. Call your Webster representative or write us for his name.

AS-7

**WARREN WEBSTER & COMPANY**  
Camden 5, N. J. Representatives in Principal U. S. Cities  
*In Canada, Darling Brothers, Limited, Montreal*





New St. Mary's School and Parish Hall, Hammond, Ind.  
Architects: Bachman and Bertram, Hammond, Indiana.

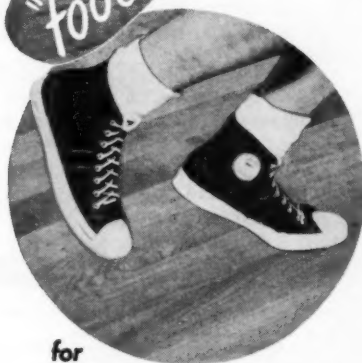


Does *your* school or parish need "multi-purpose" dollars?

FLOOR  
WITH

"foot-friendly"

## NORTHERN HARD MAPLE



for  
**BASKETBALL**



for  
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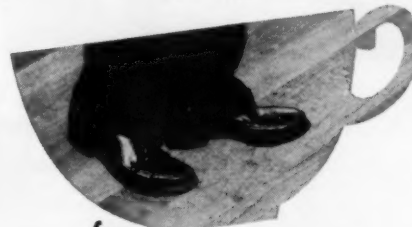
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## The Educational Leadership Function of Local School Boards

MARION A. MCGHEHEY, Ph.D.

School of Education  
Indiana University  
Bloomington, Ind.

Local school boards, in their absorption with the pressing problems which they are called upon to face, have tended to ignore their unique position as an intermediary between state and community. It should be apparent to a critical observer of school board functioning that local boards have not always been sensitive to their responsibility for educational leadership at the community level.

It could be argued that the school board, in a strictly legal sense, has little or no responsibility for obtaining community opinion on any school issue. Ordinarily the powers and duties of school boards are established by state legislatures in terms of what they *must* and what they *may* do. The responsibility of school board members to represent the community is at most an implied one. But we are not speaking here so much about the relationship which the law establishes between the school board and the community but rather the common sense principle of what type of procedure will be most likely to produce effective results in the administration of the schools.

It is far easier to use the term "educational leadership," as it is applied to the area of school board functions than it is to describe the specific things which board members should do to become educational leaders. Yet it is essential to the successful functioning of local school boards that board members should be educational leaders in their communities. As the term is used here, it does not refer to leadership in the technical fields of education. It refers, rather, to the school board member's responsibility for taking the initiative in creating, shaping, and bolstering the attitudes on the part of the public which will

result in the most advantageous educational opportunities the community can offer its children.

### A Complicated Problem

The entire problem is perhaps complicated by the fact that board members, particularly in their early board experience, are not sufficiently informed concerning the broad scope of their duties and responsibilities. Perhaps the key to the rapid development of citizens' committees in the past few years is that our school board members—or school trustees—have not fully understood the tremendous range of their trust. Certainly some school board members have tended to ignore community opinion. But it seems apparent that many, if not most, have considered the limits of their trust to be a simple representation of community sentiment on the issues facing the schools. The way to arrive at decisions, in this theory of representation, is to poll a cross section of the community and vote according to majority will.



But this theory of representation breaks down in several important respects. First, it is assumed, perhaps erroneously, that the school board is in possession of facts and information concerning school issues which are not generally distributed throughout the community. Second, it is assumed that school board members spend more time studying school problems than the average layman spends. Through regular board meetings and contacts with the professional staff of the schools the board member is literally forced to give of his time. The agenda of every board meeting will focus his attention on one phase or another of school problems and will demand that he be prepared to cope with them. The layman, on the other hand, may spend little or no time in the consideration of the full range of school problems, concentrating instead upon a pet hobby or a particular prejudice. Third, it is assumed that the cumulative effect of studying various school problems almost daily over a period of time is likely to give the school board member a more comprehensive grasp of their scope and complexity than that possessed by the average citizen, who may have a tendency to consider only one relatively small phase of the entire school program, and then only superficially. Fourth, the school board member is operating under the responsibility of decision, and this knowledge of eventual public accountability must cause him to weigh the issues more carefully than the average school patron, who can fade into anonymity if his suggested panacea is revealed to be only branch water and cake coloring.

### A Greater Responsibility

If these four assumptions are even partially valid, then the school board member who relies solely upon his ability to estimate community feeling on school issues is not functioning in terms of educational leadership. The theory being advanced here is that the school board member has a very clear responsibility to interpret school issues and lead in the development of com-

munity attitudes toward the school and its problems. It would seem fair to say that the school board member who votes for or against a particular proposal only because it appears to be popular to do so, without attempting to influence community attitudes by presenting the facts involved, cannot avoid responsibility when things go wrong by saying that a majority of the citizens in the community appeared to feel the same way. The school board must have the will to act courageously in defense of a program which is based on careful study of all the factors involved, when it is attacked by purely emotional arguments or by the sanctimonious wails of vested interests.

#### Four Leadership Factors

What then are the factors involved in the educational leadership function of the school board member in the community?

Specific technics, it was pointed out in the beginning of this article, are somewhat difficult to list, since they must encompass not only a variety of situations, but also a variety of individual personalities. It is felt, however, that there are at least four factors which play a part in this concept of educational leadership: (1) policy operation, (2) communication, (3) procedure, and (4) study.

1. *The policy factor.* The school board should operate under clearly expressed policies, so that a desirable degree of consistency and continuity of decision may be established. It is desirable that these policies be published in written form, so that school patrons may be informed of the basic principles upon which the local educational system rests.

2. *The communication factor.* The board should establish definite lines of communication for receiving community opinion and for interpreting to the community the factors involved in board decisions. Effective lines of communication do not, like Topsy, just grow. They must be carefully nurtured, if they are to be effective as two way channels of information. Through their contacts with civic organizations, P.T.A.'s, and other community groups, board members can find effective ways to demonstrate their leadership in seeking support for better schools.

3. *The procedure factor.* The board should be so organized in its methods of procedure in the study of school problems as to facilitate efficient conduct of its business. To a degree, the use of written policies is a matter of procedure. There are other organizational factors, however, which can contribute to more successful procedure, including a prepared agenda for board meetings, the availability of staff assistance during board meetings, and the use of effective research technics for securing data and effective graphic technics for presenting information to the public.

4. *The study factor.* Careful study is important because it lends authority to the efforts of the board member in explaining and interpreting board decisions to the community. Although it is recognized that all citizens will not be swayed by a purely factual approach to the solution of problems, an important area of opposition may

be met by a careful, analytical study of the various facets of a particular problem, and an objective presentation of the solution proposed in terms of this factual analysis. Various opportunities exist for school board members to study school problems, not only at the local level but also through the activities of the state school boards associations.

#### Importance of Policy Making

It is generally agreed that policy making is the most important function of local school boards. In government, business, and industry, policy making is generally considered to be a leadership function equal in importance to the executive function of leadership. The board of directors of a corporation exerts a powerful influence on the course of management because of its leadership of the company's stockholders. The chairman of the board wields a strong hand in this policy-making type of leadership, as can be seen from the recent proxy fight in the Montgomery Ward Company.

In the local school board there exists a similar opportunity. The school board is the board of directors, and its chairman or president has a function similar to his counterpart in the business corporation. The superintendent of schools is the board's executive officer (or technical expert) who is charged with the management function, in the same manner as the president of the business corporation manages the technical affairs of the company.

The business corporation is successful to the degree that there is strong, able leadership in both branches of administration—policy making and executive. The school corporation can hardly reach its highest effectiveness if one of its administrative arms is atrophied and useless. As individual board members grow in the realization of the difference between their policy-making type of leadership and the executive leadership of the superintendent of schools, local public school administration can become a really dynamic force in securing our single objective—better schools for our children.

## Publicizing Schools

KENNETH A. WOOLF, Ed.D.

Superintendent of Schools  
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School superintendents are always seeking effective ways of interpreting the schools to the public. Frequent use is made of a number of mediums, including working with the parent-teacher associations, use of parent-teacher conferences, co-operation with the local press, school publications, and evening community use of buildings. These methods are commendable, but how many of them really get the parents and citizens into the schools while the children are there?

At a steering committee meeting of a newly organized Citizens' Advisory Committee, appointed by the Wayne Township board of education to study the need of additional school facilities, the question was asked: "How Good Are the Schools?"

To find out, especially, what kind of education was provided, a special committee known as the "Educational Goals Committee" was formed. A technique was developed for teams of six members each to spend a full day in all of the schools.

Feelings of the staff toward the project were mixed. A few teachers asked, "Are parents competent to pass judgment on the schools?" "How much interference are we to expect?" "Are parents and citizens to take over the schools?" All teachers were assured that the project would be beneficial to the schools. The staff members agreed to co-operate, and arrangements were made to greet the investigators, answer their questions, and open the entire school for their inspection.

To reassure administrators and teachers who may question the procedure, a report on the

Wayne schools was prepared and issued. This report, which comprised a summary of the written statements of the 45 persons who participated in the visiting day of December, 1954, represented observations on the six elementary schools, the junior and senior high schools which were studied by the teams during a full day in the schools. The written reports included facts found in the (1) physical facilities, (2) student citizenship, (3) classroom activities, (4) particular aspects making the greatest impression.

In four of the elementary schools less than five years old, few adverse comments were noted. Most of the conditions were satisfactory, but there was one complaint of poor ventilation and cold floors. In two older buildings, the reaction was varied. In one school the reports agreed the school was bright, clean, and sanitary.

In the Mountain View School, several suggestions were made. It was suggested that the drinking fountains be moved from the lavatories, that new equipment be installed in the cafeteria, and that an all-purpose room be provided.

For the junior-senior high school the report pointed to the inadequacy of the facilities provided. Considerable skillful planning and management on the part of the staff is needed to overcome the deficiencies.

In the aspect of classroom activity the over-all impression was that the classes are well planned, well conducted, and include a variety of activities. There were no adverse

(Concluded on page 58)

# SHOULD SCHOOLS BE CLOSED IN WORLD WAR III?

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Chairman, Department of Education  
Carroll College  
Waukesha, Wis.

First reaction to the above question might well be "How crazy can you get?" On reflecting on his local protective problems, the superintendent of a metropolitan system might add, "Of course we'll close." The superintendent of a small-town district in a farm area might add, "Of course we'll do business as usual." Both superintendents may be quite wrong. In a total war emergency the obvious sometimes becomes impractical and the fantastic sometimes becomes sensible. Simple as it is, the question raised in the title is basic and will demand a speedy answer at the first indication that an enemy fully intends to drop atomic bombs on the United States.

## No "Pat" Answer

There is no "pat" answer to the question of keeping schools open or closed in a total war emergency. It must be recognized, however, that schools can be closed in a hurry whether it is desirable or not. They can be closed by destruction or damage caused by enemy action. They can be closed even by threat of enemy action. They can be closed by the commandeering of buildings for nonschool purposes. They can be closed by the evacuation of school populations. They can be closed by boards of education who do not want to shoulder the responsibility for pupil safety in dangerous times. They can be closed by parents who think their children are safer at home.

Before ordering the shades leveled, the doors locked, and the keys turned in, boards and their executive officers should consider three matters along with their concern for the physical safety of pupils: (1) No one knows how long World War III may last. (2) Children grow and move rapidly through the school years. One year represents one eighth of a grade school education and one fourth of a pupil's high school experience. (3) Closing schools assumes alternatives which are better than leaving schools open. The benefits and dangers involved in closing schools in a war emergency must be weighed not only against the benefits and dangers of remain-

ing open but also against the benefits and dangers of all other alternatives in the protective situation.

This article proposes to discuss the wartime closing of schools and to indicate the major factors involved. Discussion will be from the bases of meeting a local emergency, long-range national interest, the physical protection of children, and the general welfare and emotional stability of children.

## Closed Schools and Local CD

In a sense closed school buildings may become the physical plant for local civil defense efforts. If the buildings are not needed for educational purposes, they are available for use as emergency dormitories, hospitals, first-aid stations, civil defense centers, warehouses, and the like. Certainly, the acquisition of such plants will be an advantage to local civil defense programs.

There are, however, other important aspects to consider. Unless they are evacuated, children barred from schools will be thrown upon the streets of a community. Some high school age youths can make a real contribution to the CD effort, but many elementary age children will just be "under foot." The protective implications of turning thousands of school children loose in their neighborhoods should be weighed before closing schools.

Closing schools might have yet another implication for local civil defense programs. A huge army of CD volunteers is needed to meet the challenges of war emergencies. Some writers hold that as many as 20 million volunteers are needed in the United States' program. Since men have to earn livings for their families, it seems clear that a large number of the volunteer workers must be women. However, if the schools are closed and the children sent home, a valuable source of volunteers will be canceled.

## Implications for National Welfare

The same set of circumstances applies to the national man-power picture. If Rosey's

children are sent home from school, she will be able to make her shift only with great difficulty and, perhaps, not at all. Present indications are that man power will be scarce in World War III and that women will again be needed in industry in large numbers. While, as an educator, it pains the writer to say it, civil defense planners should not minimize the public schools' function and socioeconomic contribution as the most efficient "baby sitting" organization in the world.

Another, ultimately more grave, consequence would depend upon how long the schools were closed. It is obvious that war and means of protection against it require high degrees of skill and training. A long war with an extended school shutdown would mean that in two or three years the armed services would be drafting whole generations of pupils who have had the merest acquaintance with mathematics and the sciences: perhaps, none at all.

In the years following an extended period of closed schools, there would be a trough in the number of highly skilled and technically trained persons in almost all fields until the generations educated, or not educated, in the war years moved along in life and new generations could be trained. One cannot estimate the damage this might cause, but in a civilization based upon technology it cannot be viewed with other than alarm.

Another aspect of this matter is of primary concern to school boards but certainly has national implications. If schools are closed for any length of time, it is to be expected that their staffs, sometimes carefully built up over a period of years, will disintegrate rapidly. If this condition should come about, reopening schools after an emergency will be a sluggish affair indeed.

## Closed Schools and Pupil Safety

If it can be shown that the closing of schools will save the lives of pupils, one can readily concur in the decision. However, a distinction must be made between the closing of schools according to plan, say, in connection with a sound evacuation program, and the pre-emptory and craven closing, allowing children to roam the streets of a vulnerable city.

As a protective measure for the atomic age the closing of schools is of unknown value. If it could be assumed that the dis-



missed children would live in or near shelters as opposed to being exposed to the dangers of a classroom in wartime, dismissal would seem to be sound policy. It must also be assumed that the houses in which the children live are more resistant to blast and fire than school buildings and that children's activities will be so regulated that protective cover will always be only split seconds away. All of these assumptions appear to be open to serious question.

Many, probably most, children live in houses not as blast or fire resistant as well maintained school buildings. Further, human nature will probably invalidate the assumption relating to closeness of shelter. In the face of international tension and threatened attack, a city may close its schools. For a week or a month parents may "go by the book" and make children stick close to home. In many families "cabin fever" will develop. Since nothing dramatic is happening, pressure for conformity to safety regulations will be relaxed. Junior will be permitted to visit Johnny. Mother will decide to leave the children alone while she has her hair done. With luck they may get along quite well, but there may come an unlucky day —

On this point of the physical protection of pupils, there seem to be two matters of primary concern, responsibility and what the British call "massing." If children are injured or killed by enemy attack while they are at home, at least their blood is not on the official and personal conscience of school authorities. Here, in all reality, is a danger: the danger that authorities may place children in positions of less safety by "passing the buck" of responsibility for their protection to parents. (The idea should not escape that if schools are relatively the safest places for children to be, the opportunity should be provided for them to spend even more time in them, particularly in summer.)

In relation to atomic warfare, the concept of massing presents a tough problem. The general idea is that fewer children will become casualties if they are dispersed than if they are together in a school building. Most arguments supporting the thinning and dispersion of the general population appear to apply also to this specific problem. Since atomic blasts cover such wide areas, it appears schools run a great risk of being severely damaged or destroyed. If the pupils were dispersed to their homes, some of them, at least, might gain the advantage of shielding of various types. It might be added that if a high power hydrogen bomb were used, it probably would not make too much difference where people were located within the "zero" area.

Against the advantages of dispersion must be placed the advantages of being in a group of children which has the benefit of a staff looking after its welfare. It must



be said, rather grimly, that in a total war emergency one family in a burning house does not rate much attention. A large school in difficulty would probably get a major rescue effort. Certainly, post-raid relief can be more easily carried out with organized groups such as schools or classes than with dazed adults and incoherent, lost children.

While most current civil defense efforts are directed toward counteracting the effects of nuclear explosions, the possibility that an enemy might use other weapons should not be ignored. If bacteriological weapons were used, it might be wise to keep schools open for daily health checks and for other reasons. In such an event, school health staffs might be the first to determine that such an attack had taken place. In passing, it should be noted that the same reasoning applies to spotting aftereffects of atomic raids.

### Pupils' Emotional Stability

When speaking of pupil welfare and emotional stability in relation to civil defense, it is necessary to keep two different sets of circumstances in mind. Circumstances relating to direct, personal involvement in an attack are one thing, while general war tensions and adjustments to living in a nation at war are quite another. This article must deal with the second set of circumstances.

Generally speaking, what makes war rough on children is the fact that the institutions around which they organize their lives are altered or removed. Also, generally, the older the child the graver the consequences of the alteration. Take a pre-school child for example. He does not know the meaning of war. However, if his father is drafted and his mother goes to work, his environment is certainly changed. In the case of a youth, he has a better realization of what war means. He knows that things are not "normal." He notes, for instance, that his scout troop has folded up because the scoutmaster has gone into the service.

Next to the family, the school is the most important institution in the lives of most children. The school gives them many of their friends. It controls a large part of their time and effort. In the upper grades and in high school it serves as a recreation and social center for large numbers of children through the extracurricular program.

These circumstances should be kept in mind when weighing the desirability of closing schools. It should be realized that a major institutional prop will be removed from children's lives if schools are closed. It should not be assumed, however, that the closing of schools will cause much harm to the morale of young children, who will probably be quite capable of occupying their time with the pursuits of childhood. Youths may present a different picture. It may be assumed that their intellectual and social development would suffer greatly. While some youths would be delighted to have schools closed and many would find employment, others might find it disruptive of plans to attend college or to undertake specialized training. As in Britain in World War II, the closing of schools would in part account for an increase in juvenile delinquency.

### Alternative Instruction

The decision to close school buildings might be more easily reached if administrators could work out some alternative means of instruction to classwork. Several methods were tried in England and France during World War II. While some of the methods reached large numbers of pupils, none was tried long or intensively enough to warrant a glowing endorsement for future use.

Several British cities used home instruction for a time. Under this method teachers met classes in pupils' homes, checked work, and left assignments to be carried out before the next visit. Accounts of this method published at the time suggest that many teachers spent as much time rounding up their charges as they did in instruction. In all fairness it should be said that the method was tried without compulsion for pupils to co-operate and as a stopgap to compensate for a faltering evacuation program.

Another plan was used for secondary pupils before the collapse of France. The method attempted there combined correspondence work with radio broadcasts. While the plan appears to have been well worked out, it was in operation long enough to reach only about 4000 students.

It appears prudential for educators to prepare alternative methods of instruction against the day schools may be closed. The method will have to take into account local protective needs, the staff available, and the rules and regulations which may gov-

(Continued on page 58)

*A Co-operative Project  
in Williamsport...*

# Preparing the Annual Educational Budget

**MAURICE E. TRUSAL**

Director, Division of Curriculum and Teaching Materials  
School District of Williamsport  
Williamsport, Pa.

The preparation of the annual budget document can be a rich educational experience for the educational staff when principals, teachers, parents, and board members plan together.

Believing that staff participation in budget making is most effective when properly organized, the school district of the city of Williamsport, Pa., has developed a simple and successful plan for the preparation of the annual budget document.

## The Budget Advisory Committee

Each year during the month of January, a budget advisory committee is appointed by the superintendent of schools from the administrative and supervisory staff. This committee, selected from a staff of approximately 350, is composed of six or seven members. A general budget chairman assists the superintendent in the work of this committee and the development of individual school and division budgets.

The duties of the budget advisory committee include:

1. Reviewing and evaluating of the budget activities and forms of the previous year.
2. Preparing of recommendations for the master educational plan for the coming year.
3. Preparing of a tentative schedule of per pupil costs necessary to provide the proposed educational program.
4. Assisting the budget chairman in checking and combining the individual school and division budgets.

## The Educational Blueprint Is Drawn

Following the preliminary meetings of the advisory committee in which tentative educational objectives and cost estimates are developed the school principals and other administrative personnel meet with the superintendent of schools to discuss the recommendations of the committee. Out of this general meeting or series of meetings evolves the master educational plan for the coming year together with a general framework of costs. Previous to this series of meetings, school principals have discussed building and supply needs with their teaching staff. The superintendent, too, has completed his preplanning with the budget staff and members of the board of school directors.

## School and Division Budgets Developed

At this point each school principal and division director receives a packet of budget forms and directions which include:

1. A reprint of selections from Bulletin 115; *A Uniform Accounting System for School Districts*, Commonwealth of Pennsylvania, Department of Public Instruction.
2. Skeleton forms for the following budget departments:
  - Department B: Expenses of Instruction
  - Department C: Auxiliary Agencies and Co-ordinate Activities
  - Department D: Operation of School Plant
  - Department E: Maintenance of School Plant
  - Department H: Capital Outlay

These are supplemented with forms for budget summary, anticipated enrollments, and justification sheets for each of the above departments.

The skeleton forms, developed by the advisory committee, are used in the preparation of the individual school or division budgets. The forms for Department A,



A typical school staff meeting (above) for detailed discussion of the budget. The master budget for a school or division is carefully checked by the principal and the budget committee (below).



Estimates for cost of items in Department E, Maintenance of School Plant, and certain items in Capital Outlay are determined by the school principal in consultation with the chief of maintenance. Estimates for Department E, Operation of School Plant, are furnished by the business office. There is a justification sheet for each of the departments. The principal numbers each item on the budget sheet and justifies all items which might need explanation on the related justification sheet making it easier to evaluate the relative merits of individual items.

During the period of three to four weeks in which the building budgets are developed, the principal and his staff work closely together. Teachers determine and

record on requisition forms their needs for textbooks, library books, and materials and equipment used in instruction. A compilation of individual teacher and department needs thus becomes a part of the total school budget. School-parent co-operation in budget activities is encouraged through parent-teacher meetings devoted to a discussion of school needs and the proposed school budget.

When the master budget for a school or division is completed, it is carefully checked in a conference between the principal and the budget committee. Errors in form and calculation are thus detected and corrected. The corrected budget is then duplicated in quantities sufficient for board and staff study.

At this point the advisory committee again comes into the plan to assemble and summarize the individual budgets into a composite budget which represents the recommendations of the educational staff to the board of school directors.

During the three years in which the plan has been used, the following values are indicated:

1. A better education plan is evolved through participation of the total staff.
2. The staff is better informed on the various costs which make up the school budget.
3. An informed staff means better public relations with the public.
4. There is a greater possibility of an adequate and continuous maintenance program of school plant.
5. Opportunity is provided for parents to participate and be informed about the section of the budget which concerns their school.
6. The staff and board have an unusual opportunity to plan and work together in the task of providing the best educational program for boys and girls.

All the expenses of instruction, as well as of administration and supervision, can be listed on this sample page of Form A of the Williamsport Budget Planning procedure. A number of justification sheets are provided for use when necessary.

Form E (above) offers budget planners ample spaces for figuring salaries of teachers, while the items related to capital outlay are indicated of Form C (below).

(Form C)

Williamsport School District  
Williamsport, Pennsylvania

BUDGET PLANNING FOR 1955-1956

School \_\_\_\_\_ Date \_\_\_\_\_

Department H CAPITAL OUTLAY

	Justification No.	
H-4 Alterations of Old Buildings - - - - -	\$	( )
Equipment of Old Buildings and Grounds		
H-9 Heating, Lighting, Plumbing, and Electric - -		( )
H-10 Furniture - - - - -		( )
(Additional, not replacement)		
H-11 Instructional Apparatus - - - - -		( )
(Additional, not replacement)		
H-12 Other Equipment - - - - -		( )
H-15 Total Expense of Capital Outlay - - - - -	\$	( )

recommended areas for kitchens, 13 allowed space greater than that needed the-



# Space Allocations in Washington High Schools

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University of Portland  
Portland, Ore.

## II

This paper reports on the space allocations of 23 new high school buildings erected in the state of Washington between 1947 and 1954. The schools were planned for enrollments between 900 and 113.

### Special Classrooms

Table III summarizes the space allocation to special classrooms and the recommended minimum areas. The ranges in all cases were surprisingly large, the tendency being for the range to increase as the number of rooms of a particular type increased. No trends in area allocation were in evidence, and it was indicated that apparently no common standard was used. As a rule, there was little association between the areas of special classrooms and the pupil capacity of the buildings in which they were found. Music suites and shops were exceptions.

In setting up minimum standards, no attempt was made to indicate that classrooms smaller than the standard were inadequate. However, with the increasing high school population, classes of 30 will not be the exception by any means. Further, it seems unwise to plan classrooms, such as shorthand or photography rooms, for small classes, as these classrooms would likely have to serve for other subjects in which classes would be larger. Hence, a general minimum standard of 900 square feet was set; that is, no classroom in the high school should be planned of an area smaller than this figure. Further, this would increase the flexibility of the building.

One of the problematic factors was the matter of storage rooms. No space units showed such great variation in area. In many cases, storage rooms were omitted entirely as adjuncts of special classrooms. For example, science storage rooms ranged from 458 to 47 square feet, and six science classrooms had none. It seemed a possibility that the larger science rooms would have more storage space in the classroom and so would require less area for the storage room. However, the correlation between areas of the science rooms and that of their storage rooms was .01, indicating that no correlation existed. Neither was there any indication that any type of science room, such as, biology, chemistry, etc., had larger storage rooms. Similar extremes were noted in shops where the

range for storage rooms varied from 1691 to 102 square feet; three shops lacked storage rooms entirely.

Table IV offers an interesting comparison. This table gives the area per pupil allowed in the 13 larger schools (capacity of 900 to 428 pupils) for science, home economics, commercial, art, music, and shops. As is indicated, there was some tendency for areas to increase as the school capacity decreased. Yet, outside of shops, the large ranges would be hard to justify from a viewpoint of economy. Of course the range in shop areas depended on the needs of the particular community.

Approximate averages given in the table are worth considering. Whereas averages always tend to be misleading and must be used with care, yet theoretically these

figures work out rather closely to the minimum standards suggested. For example, a 900-pupil school would require:

1. One physics room	1,100 sq. ft.
2. One chemistry room	1,100 sq. ft.
3. One biology room	1,100 sq. ft.
4. One general science room	900 sq. ft.
5. Four storage rooms (125)	500 sq. ft.
<b>Total</b>	<b>4,700 sq. ft.</b>

Using the average figure of 5.75 square feet per pupil for 900 pupils, it will give 5175 square feet. The comparison is rather close. It points out the possibility of developing an index of areas per pupil in terms of maximum student capacity for the various spaces of a high school building. This would be very valuable in planning and estimating approximate cost of construction.

### Library and Study Hall

A considerable amount of literature has been written on the space needed for libraries. It is usually indicated that space is needed for a reading room, storage,

TABLE III. Areas and Recommended Minimums for Special Classrooms in Washington High Schools

Name of Space	No.	Maximum	Minimum	Median	Recommended Minimum	No. Less than Minimum
<i>Science:</i>						
Science Laboratory	38	1,656	874	1,145	1,100	11
General Science	6	1,185	777	908	900	3
Darkroom	19	397	56	97	60	1
Storage Rooms	38	458	47	135	125	19*
<i>Home Economics:</i>						
Clothing Rooms (gross)	16	1,616	981	1,290	1,100	4
Cooking Rooms (gross)	16	1,896	1,078	1,520	1,100	1
Combined Units (gross)	10	2,014	1,057	1,770	1,300	1
Fitting Rooms	12	130	52	80		
Laundry	9	161	69	95		
Commercial Rooms	51	1,731	395	900	900	25
Machine Rooms	13	916	88	378		
Art Rooms	13	1,883	841	1,422	1,050	3
Storage Rooms	9	294	127	206	150	5*
Agriculture	12	2,057	450	888	900	6
Laboratory	2	290	109		150	11*
Storage	7	152	30	111	250	12*
Music Suites (gross)	17	5,654	988	...	900	0
Practice Rooms	47	120	52	75	60	10
Storage	16	932	31	250	250	10*
Shops (gross)	33	7,163	1,259	3,508	1,500	1
Storage	30	1,691	102	429		
Finish Rooms	13	507	97	182		
Mechanical Drawing	8	1,389	722	1,007	900	3
Miscellaneous Rooms	10	1,231	394	...	900	6

\* Includes the number of units where such spaces are missing.

**TABLE IV. Space Allocation to Science, Home Economics, Commercial, Art, Music, and Shops in Square Feet Per Pupil of School Capacity**

School Number	Science	Home Economics	Commercial	Art	Music	Shops
1	5.59	4.80	3.22	1.67		9.23
2	4.18	3.56	3.15	1.26	4.33	20.26
3	3.86	3.67	3.77	1.42	7.18	24.47
4	4.59	4.78	6.22	2.37	5.57	31.86
5	7.20	4.69	5.16	2.70	4.60	15.08
6	5.18	3.36	3.67		6.67	16.83
7	6.23	5.06	3.81	2.03	4.73	15.23
8	9.66	7.27	5.34	2.40		16.31
9	4.73	5.47	1.47		3.16	6.94
10	6.64	6.39	5.39	2.71		
11	5.91	7.22	6.42	3.39	4.73	23.63
12	5.47	5.41	2.96	2.20		4.95
13	5.61	6.21	4.55	2.95		14.23
Maximum:	9.66	7.27	6.42	3.39	7.18	31.86
Minimum:	3.86	3.56	2.96	1.26	3.16	4.95
Average (approx.)	5.75	5.25	4.25	2.25	5.00	

workroom, conference rooms, and office. In the 23 Washington high schools one or more of these spaces were omitted in 22 of the 23 libraries. The number of schools omitting spaces were: storage room, 7; workroom, 11; conference rooms, 9; and offices, 16. Omissions were found in both larger and smaller schools. There was some indication that a more thorough study of library needs would be advantageous.

Table V gives a summary of space allocation to libraries and recommended minimum areas. The total area allocated to libraries ranged from 10.77 to 3.76 square feet per pupil, and tended to decrease as the capacity of the schools increased. The average per pupil area for larger schools was about five square feet, and for smaller schools, seven square feet.

Eight of the larger high schools had study halls which were usually located next to the library and so could serve as an extension to the library reading rooms. The area per pupil for study halls ranged from 3.75 to 1.84 square feet. Theoretically, in two cases the study hall could seat about one half the maximum student capacity of the school.

#### Gymnasium, Auditorium, and Stage

Eighteen of the 23 high schools had gymnasiums. The area per pupil ranged from 47.67 to 24.99 square feet, the areas tending to decrease as the capacity of the schools increased. Exempting three smaller schools, which had large per pupil areas, the average per pupil area was 31.5 square feet. Great variations in space allocation to detailed spaces were found. Most notable were the following: 13,409 to 6574 square feet for 17 two-station floors; 2935 to 99 square feet for storage; and 6206 to 1853 for shower and locker rooms. Recommended minimums for these spaces were: two-station floors, 7296 square feet (96 by 76 ft. approximately); storage, 300 square feet; and shower and locker rooms, 900 square feet per section.

Two larger high schools had auditoriums, each seating somewhat over 1000 students. However, five schools had combined gymnasium-auditorium units. Only one smaller school had a multi-purpose room, combining auditorium, gymnasium, and cafeteria.

Only 11 of the 23 schools had one or more stages. These varied from an auditorium stage of 2703 square feet to a cafeteria platform of 294 square feet. Tentative minimum standards were suggested as follows: auditorium stage, 2700 square feet; gymnasium-auditorium stage, 1250 square feet; and cafeteria stage, 800 square feet. Recommended minimum dimensions were a proscenium width of 24 feet and a stage depth of 25 feet in all three types.

One school had a regulation swimming pool in conjunction with a gymnasium. The pool measured 75 feet 1 inch in length and 28 feet in width.

#### Cafeteria and Kitchen

Apparently cafeterias varied according to intended use for auditoriums as well as lunchrooms. The area per pupil in terms of maximum student capacity ranged from 8.12 to 3.01 square feet. Three schools had dining rooms for the teachers. Recommended minimums were seven square feet per person to be seated for auditorium purposes or 12 square feet per person seated for lunch at one time, using the one measure which required the larger area.

Areas allocated to kitchens showed great variations. Measured in terms of maximum student capacity of the schools, the area per pupil ranged from 4.61 to .079 square feet. Some of these were only warming kitchens as the food was to be distributed from a central kitchen in the district and hence the areas needed were smaller than those of the regular kitchens. In terms of

recommended areas for kitchens, 13 allowed space greater than that needed theoretically to serve every student in the respective schools. This indicated that the study of kitchen space may be profitable.

Recommended minimum areas were:

1. Up to 200 meals served, 300 square feet
2. From 200 to 500 meals served, 1.5 square feet per meal
3. Over 500 meals, 1.0 square foot per meal
4. One half square foot per meal to be allowed for staff and storage facilities

#### Conclusion

It must be pointed out that all of the 23 high schools studied lie outside of the large metropolitan areas of Washington. No new high schools have been built in the large cities between 1947 and 1954. Thus, the schools concerned in the study were located in places that could not afford a special school building planning department. Whereas these school districts can and do get help and advice from the personnel of the State Education Department, yet the districts exercise local autonomy and the buildings are directly an outcome of their own decisions.

It is quite evident that the study showed greater variations in space allocation to instructional areas than were expected. Certainly no trends were in evidence. Without doubt, some of the spaces were inadequate and some bordered on the extravagant. This is an evident conclusion in finding similar type spaces, time after time, to have the largest twice or more the area of the smallest. It seems only logical that there should be a minimum desirable area for say a general classroom. On the other hand, there must come a point where space allowed becomes extravagant. Successful chain business seems to have discovered this to be the case with regard to plant space and so have introduced a certain amount of standardization. Whereas individuality in educational planning is highly desirable, yet with a claimed shortage of hundreds of thousands of classrooms in the nation as a whole, we can hardly ignore the need for a serious evaluation of what is done in school building anywhere in the nation.

One factor indicated by the study is that a great need exists for the dissemination of information on buildings to non-metropolitan areas. Further, a more thor-

(Concluded on page 58)

**TABLE V. Areas and Recommended Minimums for Libraries in Washington High Schools**

Name of Space Unit	No.	Maximum	Minimum	Median	Recommended Minimum	No. Less than Minimum*
Reading Rooms**	23	31.9%	8.5%	14.3%	15.0%	12
Storage Rooms	16	593	39	208	100	9
Workrooms	12	445	62	178	100	12
Conference Rooms	22	443	81	141	120	15
Film Review Rooms	5	342	149	250	250	
Office	7	235	48	129	120	17

\* This column includes the cases where spaces are missing.

\*\* The library reading rooms were measured in terms of per cent of maximum student capacity of the school seated. The recommended area is 30 square feet per pupil, considering that the reading room ought to seat 15 per cent of the student body.

## A Board Member Considers —

# The Schools, a Joint Stock Company

LYLE GLAZIER

Member, Orchard Park Board of Education  
Orchard Park, N. Y.

We sometimes make the mistake of regarding the public schools as a corporation, in which the public are the investors, the board of education and the administrators are the management, and the teachers are the workers.

There is a twofold temptation toward such a fatal misrepresentation of the structure of the schools. Taxpayers and their representatives on the board of education may regard themselves as corporation owners, and therefore they may at times be tempted to treat their teachers as menials, adopting the attitude: if they don't like the way we treat them, let them go elsewhere. Or the teachers may themselves be tempted into regarding the board and the taxpayers as self-interested employers. Dissatisfied with salaries or working conditions, they may go on strike or by other dramatic means, force the school board into a labor-management relationship.

When either of these mistakes occurs, whatever the short-time gains for the taxpayers or for the teachers, the school system as a whole is bound to lose in damaged faith and good will. Even the most patient and long-suffering teaching staff may be whipped into rebellion, or the most sympathetic board of education may be badgered into bullheadedness.

In fact, the schools are not a capitalist corporation but a joint stock company, in which there are three groups of investors, all of whom have a right to expect a fair return from their investment.

One group of investors are the taxpayers, who invest their money in the schools. A second group are the teachers, who invest their time, their intellects, and (if they are good teachers) their affection — both for children and for ideas. The third and most important group of investors are the parents, who invest the lives of their children, the most precious commodity any community has.

### Teachers and Board Rights

Each of these three groups of investors has a right to expect a fair return.

The taxpayers have a right to expect that the schools will be run economically and efficiently, and that they will serve the interests of the community by turning out graduates who have a respect for the common good, and who are prepared to face the responsibilities of manhood and

or womanhood and of citizenship in a democratic society.

The teachers have a right to salaries in keeping with their professional status; at a time of rising costs like the present, they have a right to ask that salary increments keep pace with increasing costs of living. They have also a right to a modern school plant and to the instructional supplies necessary for them to make efficient use of their time and energy. They have a right to the co-operation of parents and administrators.

Parents have a right to expect that their children will be taught with intelligence and with sympathy. They have a right to ask that each child will be challenged to the limit of his ability, but that he will not be asked to deliver beyond his capacity to deliver. They have a right to ask that their children find in the schools an opportunity to develop intellectually and morally in the understanding of values and attitudes necessary for active participation in democratic life.

The place of the board of education in this stock company is not that of the management in a corporation. The board of education is not motivated by the profit incentive as is the board of directors of a corporation. Self-interest is not the board's driving force, even though — provided the members do not become overbearing — they may be pardoned if they indulge in moderate pride in exercising power for the public good. The board of education has one goal, perhaps a complex one — to make certain that the investments of all three groups of stockholders (taxpayers, teachers, and parents) yield a fair return.

### Balancing Rights

To the board of education the taxpayers have a right to protest if they feel that they are being taxed unduly or that the taxes are not bringing proper results. Teachers have a right to protest if their salaries or their working conditions are unsatisfactory. And parents have a right to protest if their children are not being properly educated. The board can perform its duties only when it is willing to listen impartially to the demands of all three groups of stockholders, and to arbitrate when there are conflicting interests — for example, the conflict between the taxpayer's interest in keeping taxes down and

the teacher's interest in keeping salaries up.

The best interests of everybody are doubtless served when conflicting interests are balanced so skillfully that no one group feels impelled to complain. Nevertheless, there will be some complaints, and the board should try to settle them quietly in board meeting, whenever that is possible. If that quiet arbitration fails and the complainant persists, the board should not be afraid to have a public airing of grievances, where all interested parties can be heard. Such an open airing is far better than an arbitrary exercise of power by the board, even in cases where the power has been delegated by law to the board.

There is no wound more harmful than that resulting from unwise exercise of power. If the board of education assumes the prerogative of dictating policies unpopular to one of the three groups of interested parties, it may find itself in the center of a controversy which can tear the school community apart.

One grave danger is that in the board's zeal for the interests of taxpayers and parents, it will not be zealous enough for the interests of teachers. This is an ancient problem in the schools and it has brought about the present deplorable condition of underpayment — a condition so hazardous that our schools are not only already understaffed and sometimes ill-staffed, but the problem is growing steadily worse. If young men and young women, now in college and preparing to become teachers, turn to more lucrative employment, we must not be surprised (even though we should be alarmed). If teachers already in service resort to unions, to strikes, or to other dramatic methods of publicizing their grievances, it will be because they have been forced to do so.

### Building vs. Teacher Needs

At a time like the present boards of education must exercise especial diligence for the rights of teachers. It may not come easy for them to regard the teachers as employees as such clip no coupons, they are motivated by self-interest to the extent that they are taxpayers themselves. It is easy for them to regard the teachers as employees who have few rights but many obligations. On the other hand, it is extremely difficult for them to ask taxpayers for more liberal funds for salaries when frequent demands are being made for bond issues for building purposes. Board members all are acquainted with that feeling of timidity with which a demand for increased salaries is scrutinized when building expenditures are going up. No matter how justified is the teachers' request, it is far easier to ask for support to enlarge the



physical plant (where the cramp is easily dramatized) than it is to ask for support to increase salaries ("Sorry, but we just can't do it; we'd lose the bond issue for sure").

What can the teachers do? They can trust to the wisdom of a sympathetic but possibly timid board of education and be content with a slowly rising salary schedule, always lagging somewhat behind the costs of living. Or they can take the situation into their own hands and bring it to dramatic focus. One method invites injustice, the other invites disaster.

Wiser than either it is for the board of education to bring the matter before the public in order to give the teachers an opportunity to state their problem. The outcome may not be all the teachers ex-

pect. In fact, they may discover that the board is more sympathetic to their needs than is the general public. But they have a right to know that their request for consideration has not been buried under tabled motions.

Having given the teachers an opportunity to state their case, and having heard the advice of the taxpayers, then the board will be able to take final action from a stronger position than it could possibly have reached by itself. Such a procedure is not to shirk responsibility for leadership. Only when it has exercised leadership to the best of its ability and a complaint still persists, should the board take the further step of airing the complaint. But an aired disagreement, controlled, is better than a flagrant discord, concealed.

A loyal teaching staff can be built up only over a period of many years. It can be dissipated in a few weeks of unbridled recrimination. No one would argue that teachers should have the privilege of determining their own salaries. Nor would anyone argue that the school board should run to the public with every problem that it has to solve. But when a real emergency exists, as it does today in many communities where school boards and teacher groups cannot reach an agreement on salaries, a public hearing may be justified. To deny the teachers this privilege is to deny them their privilege of being considered stockholders in the schools, and to force the situation further toward the management-labor relationship, which may in the end be disastrous for all concerned.

## Shall Vocational Education Be Developed as Separate School Units or as a Part of Comprehensive High Schools?\*

M. D. MOBLEY

Executive Secretary, American Vocational Association  
Washington, D. C.

The several phases of vocational education are designed to help prepare students to become efficient in various occupations. Preparation for citizenship, for the growth of the individual, and for work are related and complementary purposes of secondary education. They are not in conflict with one another, or even in competition.

Vocational educators admit their inability to help those individuals who cannot meet the standards required by society for its vocational workers. Unfortunately, many educators have the mistaken idea that vocational education is designed for this group, and when such students fail the program, these educators condemn vocational education.

Vocational education is a must in our present-day secondary school program. Whether or not we have a program of vocational education is no longer a problem facing school administrators. They are faced with such problems as—How can such a program be effectively and efficiently administered? Should there be a separate vocational school, or should vocational programs be developed as an important part of comprehensive high schools?

\*This paper is a summary of a speech made by Dr. Mobley at the St. Louis meeting of American Association of School Administrators, March 1, 1955.

In a small community, where there can be only one high school, the comprehensive high school may be the only physical possibility. In middle-sized towns and large cities, such an organization is possible, but very often difficulties arise when a primary aim of the school is college admission. It sometimes happens that the vocational courses constitute a secondary and looked-down-upon department to which the less verbally intelligent pupils are relegated.

Let me list for you some of the advantages and the disadvantages of the separate vocational school and the comprehensive high school.

### Separate Vocational Schools

Vocational education has specific and distinctive objectives which are best achieved through special personnel and school facilities. In the separate school, the vocational program is the main function and receives primary attention.

The administrators, supervisory staff, and teachers can be required to have background in vocational education, thus assuring a favorable climate for vocational training.

In the separate school, the physical plant can be more functional and facilities for

specialized training are more easily provided. It is possible to approximate the industrial and business atmosphere which is such an important factor in sound training.

By concentrating vocational preparation in specialized high schools, there is usually a sufficient number of students to warrant providing courses in a wider variety of occupations.

Relations with business and industry, management and labor, are generally more easily established and maintained in the separate school.

A matter of some concern to the administrator is the fact that schedules for vocational students are more easily handled in the separate school.

Students electing vocational curricula in the comprehensive high schools are often discriminated against socially by students electing college-preparatory curricula, but in the separate school it is possible to develop a much more desirable morale.

A single, or series of, separate vocational schools prevents the duplication of equipment and personnel which results when the vocational program is distributed among several high schools in the district.

Disadvantages of the separate vocational school include the fact that guidance personnel often give undue emphasis to academic curricula and tend to steer only low-ability and trouble-making students into the vocational school. This is not true in some school districts and should not be tolerated in any. A strong, competent, honest guidance program that will effectively guide each pupil into the kind of

work for which he is most suited is one of the most important factors for strengthening our secondary school program.

Separate schools may tend to isolate vocational students, depriving them of desirable social school relationships. Much attention, however, is being given to these relationships in the vast majority of our modern vocational schools.

It is often argued that separate schools tend to break down the spirit and practice of democracy in American secondary education and to develop economic class consciousness.

It has often been the case that separate vocational schools are housed in cast-off school buildings, a fact which has given the program a bad reputation. It is claimed by some that the facilities for physical education, health, music, and many other offerings in separate vocational schools are inferior to those in the comprehensive school. These are not so much disadvantages of this type of organization as a reflection upon the school systems which relegate vocational education to an inferior position.

### Comprehensive High Schools

Arguments for providing vocational education in comprehensive high schools include the following:

All students meet together for some classes and activities, thus causing a cross section of pupils of varying interests, abilities, and economic and social levels to come in contact with each other.

The high cost of operating and administering a vocational program in a separate school is one of the principal arguments in favor of including the vocational program in a comprehensive high school. Separate but adjacent buildings for the vocational program in a comprehensive high school is a scheme which combines many of the advantages of both types of organization. It is argued that savings can also be realized through the comprehensive high school because facilities used for vocational programs may be used a portion of the day for the general education phases of the school program.

Usually more elective offerings in academic subjects are available. The vocational student in the comprehensive high school can often take advantage of otherwise not available cultural opportunities.

The reputation of the vocational program and the prestige of the vocational staff may be higher in the eyes of the community. Students often hesitate to enroll in a separate vocational school because of its low evaluation by their friends and parents. The student who should take advantage of the vocational program often does so if the program is provided in the comprehensive high school.

Often less travel to and from school is required of students when the vocational

program is part of the comprehensive high school. A student may have to travel a long distance in a city where vocational training is offered in separate, specialized schools.

One of the greatest disadvantages of housing vocational education in a comprehensive high school is that the main emphasis of educational policy, procedure, and methods is usually toward the area of academic education. The administration of the comprehensive high school is likely to be in the hands of academically trained persons not experienced in occupations and sometimes unsympathetic to the needs of students with other than academic objectives. Too often the administration is not fully informed about vocational programs and their needs, and as a result the realization of effective vocational education is extremely difficult to achieve. Whenever a vocational program is provided in a comprehensive high school, a well-qualified individual should be given responsibility for supervision, and he should have a voice in deciding administrative policies for vocational education.

The physical plant in the comprehensive school may not be suitable for vocational classes and too often the shops are housed in the most undesirable locations.

Except as the comprehensive school is very large in student capacity and physical resources, it is not possible to accommodate adequately the desirable variety of occupational courses.

Schedule making for vocational students becomes complicated because of the longer class periods and school day required for effective vocational programs.

Sometimes the fully qualified industrial education teacher is trade competent but not academically trained. This can present a problem in the comprehensive school by making it difficult to maintain a good

rapport among faculty members. When teachers of vocational subjects are considered lower socially and educationally by the academic personnel, they are frustrated in doing a thorough job of teaching and are thrown on the defensive in school relations.

### Area or Regional Vocational Schools

If the school administration is not convinced that the comprehensive high school is the best way to provide for the vocational needs of the community, there is a way for the smaller community to reap some of the advantages of the separate vocational school. By joining with other school districts, it is possible to establish an area or regional vocational school. Several states are now providing such facilities. This type of organization has been found particularly effective at the post high school level, and has also proved successful at the secondary level.

To summarize: There is definitely a place and need for both separate vocational schools and vocational programs in comprehensive secondary schools. The question as to which system to use depends in large measure upon the size of the community and the school population. In small communities where one high school is all that can be afforded, vocational education should be made an important part of a comprehensive high school. Where more than one high school is needed, it will usually prove advantageous to develop and maintain a separate vocational school or schools.

In the final analysis, the effectiveness of a vocational program, whether it is given in separate schools or in the comprehensive high school, depends on whether the leadership of the school system believes in vocational education, knows how to operate a sound program, and gives it support and intelligent direction.



## The Cheltenham Adult School

LLOYD W. ASHBY

Superintendent of Schools  
School District of Cheltenham Township  
Elkins Park, Pa.

On a late September Monday evening of each autumn some nine hundred men and women find their way to the Cheltenham Township High School for adult classes. The crowded parking lot and the building ablaze with light are evidences that something is happening. Alert and with eyes almost as eager as those of new sophomores, they come, each anxious to pursue a favorite hobby, to perfect a skill, to gain new appreciations or understandings, or just to have fun. The atmosphere almost crackles with the zest and enthusiasm of people with interests to develop.

This kind of thing doesn't just happen in any community. A few comments about adult education in general are necessary to put what is done in a local community like Cheltenham in proper perspective.

Adult education, like other levels of the educational enterprise, has experienced a phenomenal growth in recent decades. This growth has been due to a number of factors, including: (1) the shorter working hours for millions of people, (2) the knowledge that one avenue of self-realization and

improved vocational opportunities is the adult school, (3) the efforts of trade groups and commercial establishments to improve their organizations through the process of upgrading individual members.

Corporations and business organizations of all types have greatly increased the time and money invested in training employees. Many companies have adopted a liberal attitude here, going deeply into the needed theory and skills of individual jobs, as well as introducing training courses for the immediate tasks at hand.

In recent years the armed forces through their vast programs of educational courses have been a major contributor to adult education. Again these offerings have been broad in scope. One way or another a boy in service could study practically any subject he desired—from four-year college courses to short correspondence courses.

The United States government, in co-operation with the states, has been in adult education for many years. The government printing office, through the various bureaus, has printed educational pamphlets for adult

consumption on practically every subject imaginable. In addition, there exists a nationwide system of courses for farmers, farmers' wives, and homemakers generally, which are carried on through county agents and home extension agents. Rural areas have been greatly improved and aided by these programs. The 4-H club program, while directed toward boys and girls, is significantly an educational program for Dad and Mom, too.

Colleges, universities, public school systems, and specialized schools conduct evening and Saturday classes for adults in hundreds of fields in thousands of communities, both on campus and in extension centers. Museums, parks, art institutes, libraries, and other like agencies all make major contributions to the education of the adult population. Newspapers, radio, and television, each in their own way are also engaged in the business of adult education.

### The Cheltenham Idea

The Cheltenham Township Adult School does not neatly fit into any of the types of adult education suggested above. The Cheltenham Adult School is organized and operated on a somewhat unique basis.

Successful and contributing adult programs, related to public school systems, are found to be organized and administered



*The broad curriculum offered in the Cheltenham Adult School provides the opportunity to increase academic and craft knowledge or develop sport and amusement skills.*



in many different patterns. More often than not they are a direct arm of the public school system. There are many good arguments for this type of organization — permanency, professional leadership, access to use of school facilities, etc. Many adult schools operated on this basis thrive and serve in an excellent manner.

The Cheltenham Adult School, on the contrary, seems to have dynamic qualities, because it springs directly from the citizens of the community. A reverse twist operates — instead of the school operated by professional educators assisted by a lay advisory committee, we have, in effect, a school operated by lay people assisted by an advisory committee of professional people. Operating under a constitution, the Adult School board functions independent of the township school system; yet it operates in very close co-operation with the school system. The board of education has through the years generously and wisely made the school facilities available to the adult school at nominal rental fees or no rent at all.

The Adult School, through its constitution, designates the following as "ex-officio" members of its board: superintendent of schools, principal of the high school, junior high school principals, and the superintendent of buildings and grounds. These persons function largely as resource and contact personnel. Policies are determined by the Adult School board, and the administration of the school is carried on by elected officers and appointed personnel. Registration, publicity, curriculum making, payroll, and other details are handled completely independent of the public school system. All administrative and policy help is volunteer except for a modestly paid secretary who handles the payroll, correspondence, records, and other details.

The school is financed through the co-operation of the board of education in furnishing the building, and by tuition fees



*The zest with which this grey-haired teacher demonstrates her ability to play the flute is positive proof that there is no age barrier to learning.*

sufficient to carry the cost of instruction and special equipment needed. The school year consists of two 12-week semesters, and courses are either one or two hours in length. Classes are held only on two evenings (Monday and Thursday) per week in order to keep building costs at a minimum, and because for most busy people one or two evenings a week are enough. Obviously, it is not the function of the school to make a profit; it is intended only

that it be a sound going concern in a financial sense.

The instructors are the best people to be found in each field — lawyers, teachers, businessmen, hobbyists, artists, etc. While all instructors are paid at flat rates, it is also true that all of them teach because they find work with interested adults a pleasant and rewarding experience. Instructors must be alert, too. No enrollments, no class. Good classes mean waiting lists.

The courses offered in the fall of 1954 were typical:

Bridge, Adv.	Jewelry*
Bridge, Beg.	Metal Work
Chess	Modern Dance
Choral Singing	Modern Drama
Comparative Religion	Painting
Cooking for the Gourmet	Painting on Metal
Creative Writing	Photography
Flower Arranging	Playing the Recorder (Flute)
French Conversation, Adv.	Public Speaking
French Conversation, Beg.	Red Cross Home Nursing
Gift Making	Mother and Baby Care
Golf	Sculpture
Green Thumb	Sewing, a Creative Art
Gardening	Sketching
Hooked Rugs	Social Dancing
Incident Control	Spanish Conversation
Investments, Fundamentals	Speed Reading
Jewelry	Typing
Know Your Community	U. S. in World Affairs
Lip Reading	Woodwork
	Painting*
	Woodwork*



*The instructors, lay and professional, are tops in their field or hobby and teach in the Adult School because the experience is rewarding and stimulating.*

While this is a typical course offering, the curriculum committee completely surveys the situation each spring before the courses are scheduled for the succeeding term. Normally, a poll is taken of those enrolled as to their interests and suggestions for the following year.

\*Special two-hour courses.

# School ADMINISTRATION in Action

## FRISCO REORGANIZES

The San Francisco, Calif., board of education has ordered the reorganization of the central-office administration staff under resolutions recommended by Superintendent-Elect Harold Spears. Beginning July 1, the offices of associate superintendent-instruction; associate superintendent-business affairs and auxiliary services; assistant superintendent-secondary schools; supervisor A-elementary schools have been abolished. At the same time the board has created the offices of deputy superintendent; assistant superintendent-senior high schools; assistant superintendent-junior high schools; supervisor AA-elementary schools.

Edward D. Goldman has been promoted to assistant superintendent in charge of adult and vocational education to replace O. D. Adams, who is retiring. Dalton Howard has been promoted to supervisor of adult and vocational education; James Dierke has been made assistant superintendent in charge of elementary schools; John F. Brady continues in charge of business affairs and auxiliary agencies under the new title of deputy superintendent.

## ANNEXATION POLICIES

The Cincinnati, Ohio, board of education has reaffirmed its policies concerning the annexation to the Cincinnati school district of school areas adjoining the city. The board will not consider requests from districts which are in a state of controversy over consolidation, or over annexation to the city of Cincinnati. The board will not annex territory which does not wish to join the city of Cincinnati, but which does wish to be annexed to the Cincinnati school district, unless that territory is approximately self-supporting, able to maintain itself in a manner equivalent to that of the city school system.

It has been board policy not to annex part of a school district when that action would leave the remainder of that district "in jeopardy." Every application seeking annexation to the Cincinnati district will be considered on its own merits.

## TEACHERS RECOGNIZED

May 23, 1955, was observed in New York schools and communities as "Teacher Recognition Day." In a proclamation Governor Averill Harriman stated:

"To our teachers falls the vital responsibility of helping to pass on to each new generation the wealth of the world's accumulated knowledge. In the schools our young people develop an appreciation for our country's heritage of freedom and acquire the habits of thought and action which equip them to participate in democratic society. Our teachers have instilled in us pride in our national achievements and our American culture. They have helped to merge our many diverse peoples into one great nation. Out of their work the blessings of liberty come to be understood in the minds and hearts of our young people.

"The teachers of New York State have been fulfilling their responsibilities unselfishly and well, even when physical conditions may be difficult and unsatisfactory.

"The success with which our teachers perform their task depends on the active interest

and support of their communities. Our teachers need and deserve the recognition and encouragement of all of us."

The newspaper comment suggested mildly that increases in the existing salary schedules would constitute a form of recognition best understood by the teachers.

## ATLANTA GROWS

The Fulton County (Ga.) school officials, including the Atlanta City board of education, have received a report from the local Metropolitan Planning Commission predicting an increase of 75,000 children during the next 25 years. Mrs. Margaret C. Breland, research analyst for the Commission, reports that the number of elementary pupils will rise by at least 50,000, and the high school students by 25,000. The burden of housing and instructing these additional enrollments will fall largely on the outlying school districts.

## DIFFICULT SCHOOLS

The problem of assigning teachers to "difficult" schools in underprivileged areas of cities must be faced by boards of education and their administrative staffs. In a discussion of the situation in the New York City Schools, Miss Minnie Obermeier, a retired assistant superintendent of schools, recommends in the May, 1955,

issue of the official publication of the board of education, *Strengthening Democracy*, six basic policies which in her opinion will help the situation:

1. Only permanently appointed teachers should be considered for compulsory transfer.

2. Teachers whose total service exceeds a given number of years should be exempt.

3. Teachers who, prior to their present assignment, taught for a stated period in "difficult" schools should also be exempt.

4. Other teachers in "nondifficult" schools may be sent to "difficult" schools in their home, or neighboring, boroughs for a period to be determined by the over-all situation. A formula would have to be worked out for controlling the order in which the transfers are made.

5. It might be well to restrict these transfers at first to the elementary schools where the problem will not be complicated by differences in license. As a rule, teachers should be transferred only at the beginning of the term.

6. As long as a teacher shortage continues, substitutes who are doing satisfactory work in "difficult" schools and who are willing to stay there should not be displaced.

## SILVER RE-ELECTED PRESIDENT

Charles H. Silver, who was recently re-elected president of the New York City board of education for the year 1955-56, has pledged the board's aid for higher salaries for members of the city's teaching staff. Declaring that teacher morale is tied to teacher salaries, Mr. Silver asserted that city and school officials must recognize that staff salaries are inadequate and must be raised despite the city's limited funds.

## A Progress Report on —

# The Community Conference Movement

## RUTH GOOD

Executive Assistant, National Citizens Commission for the Public Schools  
New York, N. Y.

Conferences on education in every community—a program being promoted by the National School Boards Association and the National Citizens Commission for the Public Schools—are coming in for high praise from leading Americans—including President Eisenhower.

The President expressed hope at his May 21 press conference that every community will hold a discussion on its schools. The local conferences are being promoted to fortify the state-wide conferences and the White House Conference on Education.

Mr. Eisenhower said the community, state, and White House Conference taken together "will strengthen the continuing public interest in education which is a cornerstone of free society." He paid tribute to the NSBA, the Citizens Commission, and the Advertising Council for encouraging the talks.

Applauds for the conference movement also came from cabinet member Oveta Culp Hobby, secretary of the Department of Health, Education, and Welfare, who said local conferences are "a welcome and logical addition to the growing ground swell of in-

terest in education on the part of the American people. I am convinced that only through the co-operative efforts of our citizens in thousands of communities and in all the states will our Nation's educational needs be understood and met." Dr. Samuel M. Brownell, U. S. Commissioner of Education, said the community meetings fit in with his belief that the strength of education "lies in the understanding by the citizens of the activities and needs of the schools."

Neil H. McElroy, chairman of the White House Conference Committee, has called the movement "an opportunity for millions of citizens to study their schools at the level where education is actually provided—within the communities."

As endorsements of the program came in from all quarters, the National Citizens Commission announced that more than 100 communities held conferences during the month of May and that hundreds more are in the planning stages. The goal of the joint movement is some 50,000 conferences.

In the state of Texas, about 1630 of the 1950 school districts are expected to be included in the conferences; 200 counties out of a total of 254 had already scheduled meetings as of May 15.

O. H. Roberts, Jr., president of the National School Boards Association and a mem-

(Concluded on page 56)



## A New Spiritual Chapter in Public Education

HERBERT B. MULFORD

Wilmette, Ill.

Asking the two related questions of whether and how God should be recognized formally in public education, inquiring school boards now find themselves confronting more than a dozen activities or movements which seem to signify a positive trend. In formulating school board policies for which they are responsible under the law, they find that some of these movements are part of American life of years so recent that they have not been meaningfully co-ordinated by educationists who write formal texts on introductions, foundations, or histories of education. The new emphasis employed in education is spiritual.

Reportorial visits in recent weeks to universities and teachers' colleges conducting various types of research, seminars, radio and television broadcasts, and public lectures on these specific questions disclose a sort of wonderment on the part of many professional people over the meaning of all the movements. Basically there is a revulsion over the implication that courts can push out of the study of American life the traditionally and deeply ingrained belief in God. Slowly there is a realization that a cycle in principles and theories is being completed.

### Religious Trends

It may be of service to these school people and their preceptors to detail some of the principal elements of the trends which show signs of converging into national public education policy.

1. *"This is a religious nation."* Several credible surveys indicate that 95 to 99 per cent of our citizenry express some belief in God. This is recognized continuously in so many words in the *obiter dicta* of court decisions in pertinent cases. Most importantly in international affairs, increasing emphasis is being laid upon the contrast between leadership by the United States as acknowledging God and that of Soviet Russia as advocating atheism.

2. *The United States government formally fosters religious belief.* Recent minor acts include provision for a prayer-room in the Capitol at Washington, imprinting new issues of postage with the words, "In God We Trust," and on June 14 last, Flag Day, the formal signing of the law with ceremonies inserting the words "under God" into the pledge of allegiance to our

flag. But more far-reaching are both the formal religious indoctrination of recruits for the armed services and current widespread meetings of chaplains to study the problems involved therein. The basis of operations for about three years has been the interpretation of the Declaration of Independence. Its several mentions of the Creator are used as tokening the nation's religious philosophy. The practical indoctrination in the military texts, "Duty, Honor, Country," is that duty is duty to God.

Shot through all national government life are continuous operations of chaplaincies, public prayers by the President and in his Cabinet, money appropriations for religious purposes, oaths to support judiciary under perjury laws, imprinting coinage with "In God We Trust" and dollar bills with "the eye of God," and most importantly, tax exemption for *bona fide* religious organizations, including churches, schools, and colleges.

3. *The state governments are religious.* Preambles or Bills of Rights in 47 state constitutions acknowledge the sovereignty of God. Most states grant tax exemptions to religious institutions. Most of the religious acts reported for the Federal Government obtain in state government. Serious constitutional and legislative prohibitions do exist. But these are based primarily on keeping the state free from ecclesiastical involvement. The schools and colleges under direction of their own boards, administrators, and faculties seem to have the right to acquaint pupils with the phenomena of religion in all cultures. Indeed, the Supreme Court of the United States in its opinions on the traditional "separation of Church and State," has reversed itself sufficiently to permit public education to function within the terms of the most important actions taken by education to base "moral and spiritual values" on belief in God.

4. *Much public education itself is currently functioning religiously.* Surveys made by the American Council on Education and other groups indicate many divergences from type, but, broadly speaking, the traditions established in early colonial times carry over in thousands of school systems consistently with the American political philosophy that "we are a religious people." Bible reading and songs impreg-

nated with religious meaning are predominant in possibly three quarters of the states, though the Bible in some states is considered sectarian and its assigned reading is banned. About an eighth of more than 33,000,000 children of school age (40 per cent in some cities) undergo doctrinal training in parochial and other private schools.

5. *Churches dot the land.* The rise in American church membership is phenomenal. Nominally there are about 95,000,000 members. Obviously, the teaching through them is sectarian. Their influence produces great support to the phenomena which on every side press the nation toward a religious destiny.

6. *Mass media of communication support religion.* Newspapers, magazines, radio, television, drama, lyceums, art, and music movements on all sides not only carry routine religious programs, but openly propagandize at Thanksgiving, Christmas, Easter, and at many other, even political, occasions.

7. *Bridge to religious understanding.* Directing one positive movement to relate religion to the public school curriculum, recommendations by a committee of the American Council on Education advocate providing an appreciation or understanding of the role of religion in human affairs. This is objective and nonsectarian, as contrasted with subjective doctrine, dogma, and ritual. It is within the law.

8. *Problem of integrating religion with other studies on the college level has been solved.* Related to the American Council recommendations are more than a dozen studies distributed free of charge to people in the profession by the Edward W. Hazen Foundation of New Haven. They provide the "know-how" on the college level for integrating religious understanding into all pertinent educational disciplines, including the training of teachers. Throughout most movements, integration with other disciplines, not "religious courses," is advocated.

9. *"Religion is moral and spiritual values plus God."* At the request of all the city superintendents in communities of 200,000 or more population, a "platform" was prepared three years ago and approved, which includes "moral and spiritual values" plus God. This "platform" also has been endorsed by superintendents of cities of 100,000 to 200,000 population. This movement goes farther toward solving the problem than many other movements.

10. *"Religion is not mere morality."* "The human urge to relate oneself to eternity is protoplasmic." Affiliates of the National Education Association, such as



the American Association of School Administrators and the Educational Policies Commission, broadly subscribe to the historic presence of religion in both American life and the public schools. They proclaim the need for religious understanding. As this writer views "Moral and Spiritual Values," a treatise at the hands of the Educational Policies Commission, the treatment is almost "Ex God," placing spiritual values essentially merely on humanistic ethical bases. This work now seems to be subordinated to the city superintendents "platform," which includes man's relation to Deity.

11. *Many textbooks are now religious.* Lay observers are surprised in reviewing many hundreds of current publications to find at least a score of well-known publishers including copious references to religion and God, even in elementary texts in reading, English literature, civics, history, sociology, and other studies for the public schools. This is significant of great change. Publishers cannot stay in business and be too far in advance of popular educational trends.

12. *Religious films for public schools.* A number of significant films are now on the market for public schools. They depict both the ideas behind various world religions and the philosophy of the widespread worship of one God.

13. *Teachers are now being trained to handle religion in public schools.* Initiated about two years ago by the American Association of Colleges for Teacher Education, 15 teachers colleges and universities in 14 states, under a grant by the Danforth Foundation, are holding experimental workshops in a five-year project to test our best procedures for teaching the role of religion in human affairs. Inevitably from this experimentation suggestions on the contents of textbooks must follow. One text needed is that suggested at the opening of this report.

14. *Illinois blazes a new way.* This commonwealth was not included in the states financed by the Danforth Foundation. In harmony, however, with what the AACTE is doing, last summer saw two outstanding endeavors in the Chicago area.

The University of Chicago, in association with the National Council of Churches of Christ, presented to the public more than a score of lectures covering every movement related here and more.

Through co-operation of Northwestern University and the National Broadcasting Company, a series of television and radio broadcasts was developed for describing religion.

During the winter a convention of the AACTE announced a progress report of the experiences in the 15 experimental teacher training institutions. This emphasized religious needs in liberal arts colleges, efforts to create religious literacy among educational students, and serious attention to educational philosophy of the type advocated in this article.

Conferences under the auspices of the Religious Education Association and the convention of specialists in supervision and curriculum guidance, held in Chicago, discussed this broad national issue.

15. *Weekday religious study on dismissed*

time. Mentioned here because of the long history of the "Gary plan" since 1913-14 is the study of religion during "free" time. It was the lawsuits over parental rights to request release of public school pupils from usual classes in order to receive religious training that precipitated the confusion of the past six or eight years. It must be recalled that in many cases this type of study is considered sectarian and as such perhaps not in harmony with the dominant trend being reported here. Still, this is one of the principal phenomena of our times.

16. *Surge to employ chaplains for state universities.* Here is a phenomenon outstripping many other similar movements. Whereas in 1941 there were only 20 full-time college chaplains in the United States, there are now 300. Popular demand by youth has resulted in only two out of 65 land-grant colleges now being without chaplains. While this makes for increased sectarian activities by independently organized movements, and in many cases college credits are given for related studies, this trend is subjective and doctrinal rather than objective. The new trend basically is to put some aspect of religious understanding into the public school curriculum.

17. *Widespread teaching of religious tolerance.* This movement is somewhat related to the spread of chaplaincies. It is well exemplified at teachers' colleges where an assembly recruits leadership from several faiths and races to demonstrate the possibilities of peoples of differing races, colors, and creeds living side by side in the great American melting pot of tolerance and brotherly love.

Any effort to co-ordinate these trends runs into specific aspects of lack of information or indifference which may be easily catalogued, to wit: There is no constructive lexicon of terminology. Double meanings or more make wholly ambiguous usage of such terms as religion, religious education, secular and secularism, moral and spiritual values, ethics, Christian, Jewish, Buddhist, Hindu, or Mohammedan ethics and economics, sectarianism and a score of more. While one may hardly expect universal acceptance of any set of definitions, still, within the "halls of ivy," one should be able to say with the philosopher, "gentlemen (and ladies), please define your terms."

### Role of the Popular Press

Communications, though widely religious, are egregiously unsatisfactory. Both the daily press and numerous popular magazines overemphasize isolated aspects of popular education and often represent an endeavor to portray American religious life as a plot to capture the public schools for sect or denomination. Also much is needed to broaden the outlook of editors of numerous religious and secular educational magazines. Simply purveyed news, reasonably interpreted for public school people, would aid immeasurably in determining their educational policies.

There is the sharpest kind of need to come to grips with the vital issue of whether "moral and spiritual values" are to be watered down by avoidance of the American recognition for the sovereignty

of God in human destiny, or whether these values habitually shall be understood to relate to divine sanction.

Obviously, it is going to be better policy for public education to have its own evolution guided from within its own ranks instead of being pushed by pressure groups. There is almost a fetish conjured up to oppose "enemies of education" whenever something not understood raises any controversy over public schools. There is also too often a tendency to overemphasize shortages of teachers, buildings, and money to the exclusion of getting down to cases and openly discussing the spiritual gaps in the school curriculums.

Over against, and contrasted sharply, with these vexatious obstacles, and in favor of the positive side of all movements, is one tremendous force. All education in the United States, up to legal age limits is operated under state laws for compulsory school attendance. Some 70,000,000 of our people not nominally affiliated with church or temple are under school laws of the various states. Often when "religion in public education" is advocated, the objection is raised that religion is the sole province of home and church. This attitude denies the needs of children of broken homes and of the vast number of children and youth among the 70,000,000 unchurched. They are not formally prepared to interpret the phenomena of religion all about them, save as those picked up casually. One of the strongest urges, and at the same time the most potential of possibilities among the current religious movements, is that tending to create understanding through the public schools.

### Rapid Evolvement

The world of education is evolving very rapidly and the overlapping problems stated at one time are likely to be out of date within a few months. If public school people were to apply themselves as precisely and persistently to understand current trends as they do to training scientists to make A- and H-bombs, progress possibly would be recorded to combat the human evils flowing from their own scientific teaching.

### The Classroom Door

#### Speak Kindly

This is a child's room  
The things within  
The fruit of clay  
The turkeys gay  
The paper work  
Say so little of childhood.

#### Step Softly

This is a child's room  
The sounds within  
The voice you hear  
The fallen tear  
The things they do  
Speak much more of childhood.

#### Touch Kindly

This is a child's room  
These hearts within  
The smile, the fun  
The laughing one  
The little hand  
For these speak of childhood.

#### Step Gently

This is a child's room.  
— Doris Fell, in *Seattle Schools*



*The library, administration, and classroom section of the Douglass Senior High School, Oklahoma City, Okla.*

Oklahoma City's Magnificent —

## Douglass Senior High School

**N. L. GEORGE, Ph.D.**

Assistant Superintendent of Schools  
Oklahoma City, Okla.

The structure of a dynamic city is always in transition. The goals of the city are constantly advancing, constantly shifting and altering, and usually enlarging.

In Oklahoma City, the poorly located, inadequately sized, and unattractive fair-ground facilities needed replacement. At

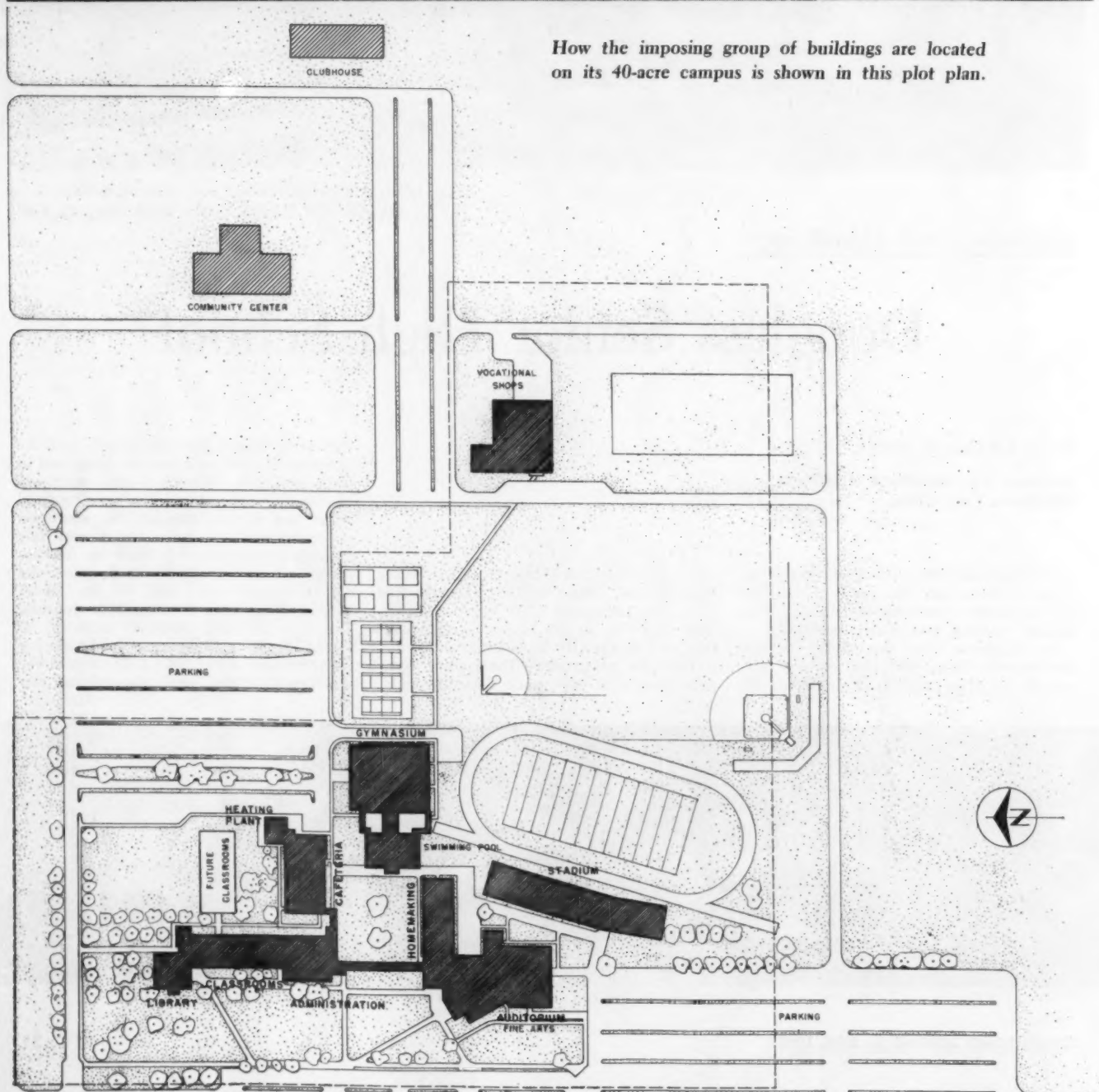
the same time, the Douglass Junior-Senior High School, whose building capacity was 1000, was caring for 1700 Negro students. Park facilities for the Negro population in this area of the city were nonexistent.

The city government, the county commissioners, the city park commissioners,

the school board, the fair board, and the chamber of commerce became interested in these problems. Through a series of many conferences, the problems were solved when the city administration purchased approximately 480 acres for a new fair grounds site properly located on the periphery of the city. In the transaction, the old fairgrounds were held for the school board and city park department to develop. The school board obtained title to 40 acres. The park department is developing the remainder of the old site for a park for the Negro citizens. Thus, the old fair site







How the imposing group of buildings are located on its 40-acre campus is shown in this plot plan.





*The attractive art room (left) with its adequacy of direct North light; students inspect the demonstration units in the foods laboratory (right).*

will continue to be a dynamic part of the city.

### **Douglass Senior High School**

After the board of education obtained the ground for a new senior high school, the board set out to establish the best possible plant for the citizens of this area. They sent the high school principal, the architects, Sorey, Hill, and Sorey, and the representatives of the board of education responsible for new plant construction, to schools in Arizona, New Mexico, Texas, and Louisiana to visit similar school situations.

The principal of the high school, F. D. Moon, set up committees to study the different areas within the building. These committees, composed of citizens and teachers who knew the problems of the Negro students, reported to the central administration their needs and desires for the school plant. So far as practicable, the splendid suggestions of these committees were followed in planning and completing the beautiful, functional plant.

### **The School Site**

The 40-acre site which the school board purchased contains a stadium which seats 10,000 people. This stadium is being adapted for facilities with a track for a senior high school athletic program. The floor area of 26,000 square feet under the stadium is being developed for the industrial-arts program. There is also, on this site, a building of 31,254 square feet which has been used by the Future Farmers of America. This area is being developed into shop areas for vocational classes. There is ample room on the site for play areas and on-the-site parking for students, employees, and transients.

### **The Buildings**

The building is laid out on a semicampus basis. The classroom section is two-story, the rest of the plant is one-story construction. A long corridor furnished with lockers connects the classroom and administrative unit with the home training and fine arts unit. Covered passages connect the cafeteria to the physical education unit. The basic structural frame of the building is of

reinforced concrete for floor, slabs, beams, and columns. All floors, with the exception of those in rest rooms, locker rooms, gymnasium, kitchen, and auditorium, are covered with asphalt tile. The roof structure is without the use of parapet walls, and the building has ample expansion joints.

The three-toned colored exterior structure is provided with light colored brick in the classroom section and on part of the auditorium. The deep red brick and brown synthetic granite on the office area, hall, and auditorium entrance gives emphasis to the light brick. The colorful interior is surfaced with windows, natural brick, and aggregate block. An electrically controlled clock is located on the front pylon. The building is graced by an appropriate flagpole.

The ultimate building program stipulates a plan to house 1200 students, grades 10-12. Classroom space for 700 students is provided in the first unit. The building with the site is planned for community use to serve as a center for both education and civic functions.

The large size areas include an auditorium which seats 1306 people, a gymnasium which seats 2000, and a cafeteria which seats 500 people.

The 26 academic classrooms are varied in size to serve small and large classes. The home training and art unit has standard accepted spaces. The vocational and industrial-arts shops are constructed in existing structures on the campus.

The front entrance, a library entrance, and an elevator, in the future unit are especially planned for physically handicapped boys and girls. The gymnasium with swimming pool, the auditorium and little theater, the cafeteria, the library, the vocational shops, and the industrial-arts shops may be operated separately. There is also direct access to the music rooms which are adjacent to the auditorium, but are separated from the rest of this unit by plastic covered folding doors.

### **Color Conditioning**

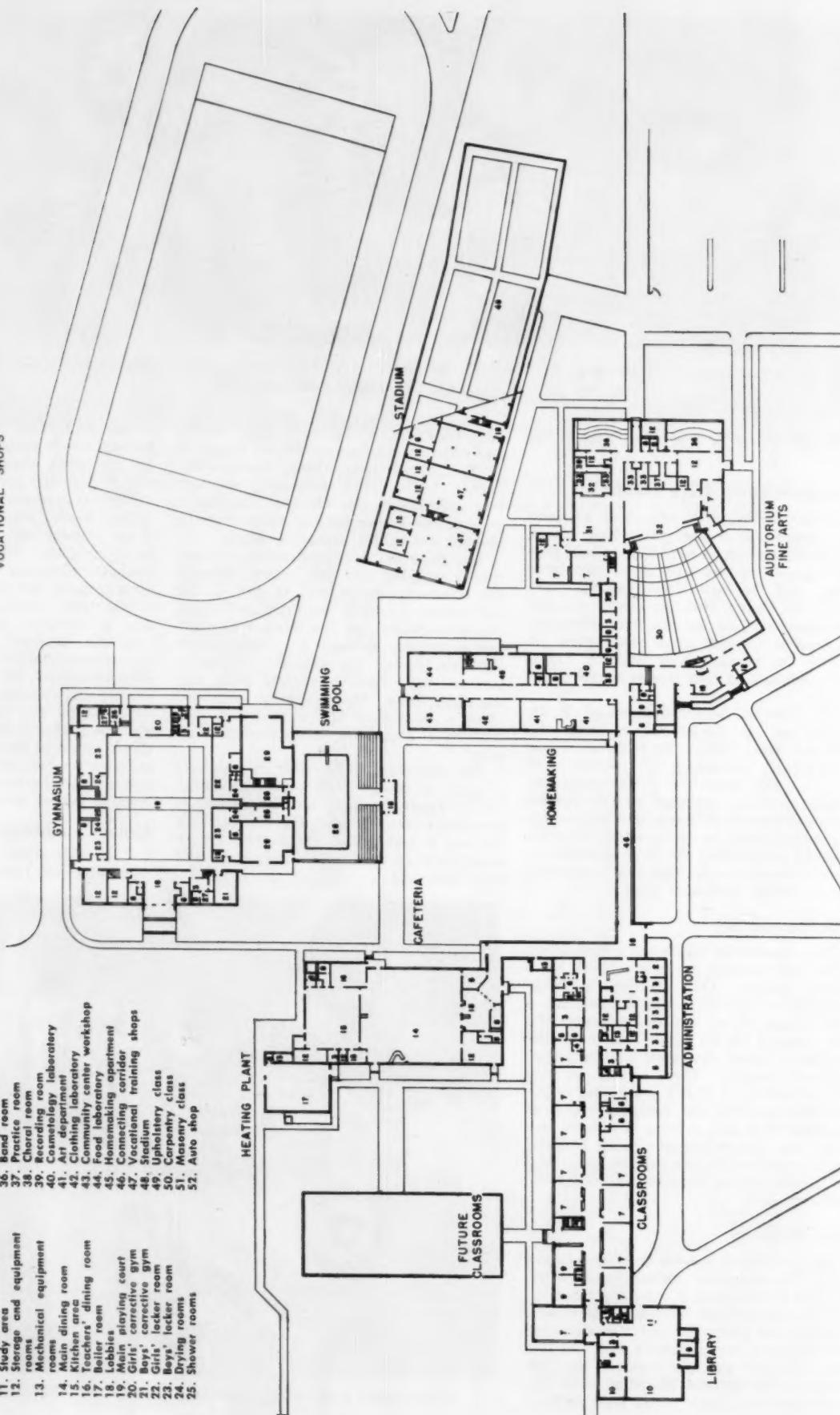
Extensive studies were made by the committee on color schemes. The com-



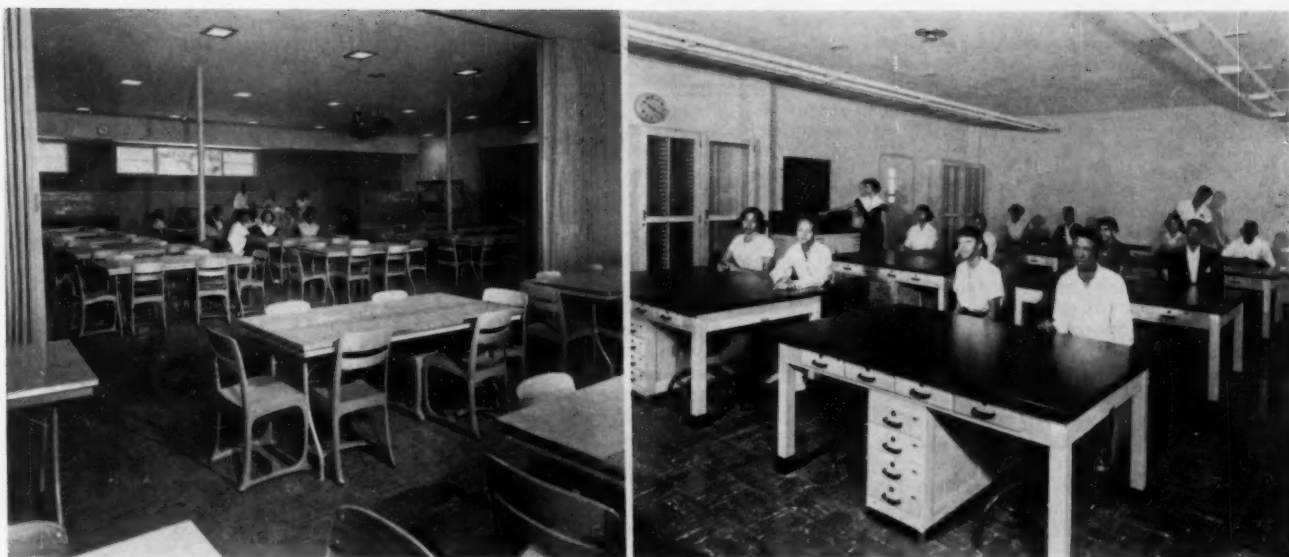
*The modern outer office, showing students enrolling for the fall semester.*



- LEGEND**
- |                                  |                                  |
|----------------------------------|----------------------------------|
| 1. General office                | 26. Coaches' and officials' room |
| 2. Principal's office            | 27. First aid room               |
| 3. Offices                       | 28. Pool area                    |
| 4. Students' store               | 29. Open storage area            |
| 5. Conference and committee room | 30. Library                      |
| 6. Clinic                        | 31. Little theatre               |
| 7. Classrooms                    | 32. Stage                        |
| 8. Toilets                       | 33. Dressing rooms               |
| 9. Instructors' work rooms       | 34. Display                      |
| 10. Stock rooms                  | 35. Music library                |
| 11. Study area                   | 36. Band room                    |
| 12. Storage and equipment rooms  | 37. Practice room                |
| 13. Mechanical equipment rooms   | 38. Choral room                  |
| 14. Main dining room             | 39. Recording room               |
| 15. Kitchen                      | 40. Cosmetology laboratory       |
| 16. Teachers' dining room        | 41. Art department               |
| 17. Cafeteria                    | 42. Clothing laboratory          |
| 18. Lobby                        | 43. Community center workshop    |
| 19. Main playing court           | 44. Food laboratory              |
| 20. Girls' corrective gym        | 45. Homemaking apartment         |
| 21. Boys' corrective gym         | 46. Connecting corridor          |
| 22. Girls' locker room           | 47. Vocational training shops    |
| 23. Boys' locker room            | 48. Stadium                      |
| 24. Drying rooms                 | 49. Upholstery class             |
| 25. Shower rooms                 | 50. Carpentry class              |
|                                  | 51. Masonry class                |
|                                  | 52. Auto shop                    |



0 50 100 200 300  
SCALE IN FEET



The snack bar (left) in cafeteria with folding doors which divide the spacious cafeteria into two large areas; the biology room (right) and its modern equipment.

mittee was advised by a specialist in color dynamics. The resultant plan has 63 different shades of paint which are most pleasing and practical. Work and study areas were painted with colors particularly helpful to the eyes. Cafeteria, auditorium, rest rooms, and other casual areas were painted in more brilliant colors to offer optical relaxation.

### Classroom Materials

Classrooms located on the first floor of the academic unit constitute eight interchangeable instructional areas. On the second floor instructional areas are two biology rooms, greenhouse, physics room, chemistry room, business department (stenography, typing, bookkeeping, and business machines), distributive education, and diversified occupations with display areas and two small areas.

Features of the classrooms are attractive grade "C" asphalt floors, acoustically treated ceilings, and attractive color schemes on the walls. The birch woodwork is finished in natural light color. In each classroom there are ample lockers for the teacher's clothes, green chalk boards and tan tack boards with map rail attachments. Bookshelving and map storage are attachments to the ventilators in each classroom. Each classroom has an electrical clock and flag bracket. The classrooms used for typing have electric timers for practice. Provision was made for visual education in several classrooms, as well as in the auditorium.

The classrooms located in the home-making wing are the two art rooms with north light. The home training suite has a clothing laboratory, community center, foods laboratory with five different colored vinyl-covered metal kitchen cabinets, master kitchen, dining room, bedroom, and a fireplace in the living area. Also, there is an area for cosmetology in this unit.

The corridors have asphalt tile flooring and fissured acoustical tile for the ceilings.

The walls are of glazed tile brick and glass for light. There are ample display and showcases. In the corridors are the lockers 15 by 15 by 60 in. high. The lockers contain units especially designed for waste-paper collectors and fire extinguishers. Miscellaneous items in the main corridors are recessed floor mats, double-faced electric clocks, and zone control folding doors to control different units of the building. Another feature is a large opening near the music theory room which has a removable mullion so that pianos and large instruments may be transported to an outside patio and stage.

### A Modern Auditorium

The windowless auditorium section contains an attractive lobby space with pinpointed lighting for display areas, stage, rooms for stage craft, stage property, dressing rooms, five sound-treated practice rooms for music, band instrument room and storage facilities, choral music, storage for robes, recording room, little theater with stage and dressing rooms, music theory room, speech room with stage, music library, listening area, and music office. Other features of the auditorium are check rooms for wraps, public telephone booths, ticket stations, and a catwalk for access to ceiling lights.

Special features of this area are that it is segregated from the rest of the plant by plastic covered folding doors, adequate public dressing rooms, lounge, room for maid custodial help, motion picture projection room, peep holes on each side of the stage, proscenium arch, piano storage for stage piano, elevated seats in band and choral music areas, and provision to connect music area with an outside performance area for public meetings. Music staff lines are on the chalkboards in the band, choral, and music theory rooms. The seating of the auditorium is situated on one floor. Both the large auditorium and the little theater are acoustically engineered.

This area is so constructed that air conditioning may be added.

Adjacent to the two-story classroom unit is the administrative suite, which includes the general office with the vault, record room, room for central intercommunication equipment, the mimeograph and supply rooms, storage room, room for coats and wraps, office for the principal, secretaries, assistant principal, evening principal, two guidance offices, and the staff conference room. This suite is air-conditioned. In the classroom unit space is provided for the student body office with a student store and conference rooms, health suite, state textbook storage, head custodian's office, and teacher planning centers for both men and women teachers. The PBX telephone board and the master clock and program instruments are located in the general office area.

### Social Hall — Cafeteria

The social hall can be divided by the use of plastic folding curtains. Adjacent to it is space for the teachers' dining room and commercial cooking instruction, committee room, ventilated and refrigerated storage rooms, attractive lobby, rest rooms, and cafeteria-kitchen. The cafeteria-kitchen, which is to be used for commercial cooking training, has areas for classroom instruction, refuge, food storage, office, dish storage, and locker rooms.

Special features of this area are the snack bar, cold water stations, planter boxes, bookshelves, clothes hanging facilities, hand washing facilities, and on the south, continuous windows to view the adjacent landscaped court. The kitchen area is completely separated from the dining room area by sliding doors. This area is equipped with insect-proof screens.

### Physical Education — Athletic Building

The main floor of the gymnasium is 100 by 112 ft. in the clear, which makes



# COST OF THE PLANT

Area		Square Feet	Cost Per Square Foot
Classroom and auditorium section	\$1,218,147.34	98,800	\$12.33
Gymnasium	430,471.22	32,450	13.27
Swimming pool (est.)	151,200.00	8,400	(est.) 18.00
Library (est.)	87,975.00	7,038	(est.) 12.50
F.F.A. building, stadium, and 40 acres	450,000.00		
Track and landscaping (est.)	60,000.00		

possible a playing court of 94 by 50 ft. with 8 ft. on all sides after the telescoping folding bleachers are extended. For physical education purposes a court of 42 by 74 ft. is available for each sex when a separating electric folding door is closed. Two tempered glass backstops are installed for official matched games and four portable backstops are installed for physical education.

Other areas located on the first floor include boys' and girls' locker rooms with towel storage spaces and drying rooms, general storage space, and custodians' closets. The locker rooms are equipped with electric hair dryers and liquid soap dispenser systems. Both boys' and girls' physical education directors have offices equipped with adjacent first aid equipment, shower, and toilet spaces. Other spaces on this floor are boy's corrective gymnasium 19 by 25 ft., yard toolroom, and public toilets for both men and women which are adjacent to the lobby.

The second floor has spaces for mechanical equipment, game room, concession kitchen with an electric unit food warmer, public toilet for both sexes, custodians' closet, and areas for recreation when the folding seats are stacked. These areas have dropped screens from the ceiling to the floor for protection and control of play equipment. The acoustically treated ceiling holds recessed lights which can be serviced from a catwalk above.

Special features of the gymnasium are an attractive lobby with bulletin boards, ticket booths and public telephone stalls, trophy case, wall photo mounting strips, in-wall cuspidors, drinking fountains on each end of the gymnasium floor and provisions for broadcasting. Standard fixtures include

wall-hung sanitary facilities, turned-to-the wall handrails, metal safety stair nosing, mirrors in dressing areas and kick plates on the doors. Other interesting features of this area are ample shoe cleaners, rubber mats at entrances, kick plates on entrance doors, electric water coolers, arm, leg, and hip baths. This area also has a separate amplifier for sound reinforcement which is connected to the intercommunication system.

The gymnasium floor is white clear northern grown maple with expansion area near the outside walls. All wood in this building is pressure treated wolmanized or vacuum treated woodlife. Gymnasium walls are brick and aggregate blocks. Walls in shower and dressing rooms are glazed tile. The floors are ceramic tile.

## Swimming Pool

The over-all size of the swimming pool is 71 ft. 6 in. by 105 ft. 2 in. with areas to seat 350 spectators and a standard pool 75 ft. 2 in. by 36 ft.

Special features of the pool are the glass in the office wall for the instructor to have a full view of the pool at all times and the chalkboard and tackboard areas for announcements. In-wall drinking fountains and a cuspidor are provided. Storage spaces are provided for supplies and the custodians' room has a slop sink.

The floors are ceramic tile with walls of glazed structural tile. The ceiling is sound treated with perforated asbestos board. The baseboards are coved. Underwater electrical lighting is installed for safety.

## Extensive Library Facilities

The main lobby of this area is planned to seat 80 students around study tables.

The browsing room which will seat 30 students is separated from the reading area by a low book stack. It has north natural light. This area has a low ceiling and is arranged for informality. There are three library conference rooms separated by one glass partition and a folding door.

Arrangement features of the library include shelf space for 12,000 varied sized books, stack room, workroom with sink and toilet facilities, librarians' office, and a discharge desk. Display facilities and space for periodicals is also provided. This area has coaxial cable connections for the origination of telecasting.

Adjacent to the reading room of the library is a windowless audio-visual room where instrumental materials are to be stored. Also films may be shown here.

This area contains rest rooms for both sexes and is arranged so that it can be operated as a unit for community use.

The entire ceiling is acoustically treated. The walls are of brick, aggregate block and glass. The floors are grade "C" asphalt tile. The shelving and woodwork are varnished with natural stain.

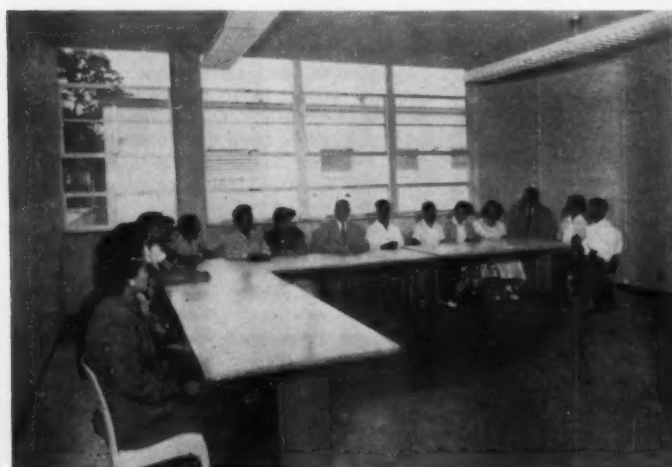
## Classroom Furniture and Equipment

The furniture in the classrooms consists of a teacher's desk and chair. Two extra chairs are included for visitors. Three different types of student desks are provided. One type is a chair with a large table arm; another type is the trapezoidal tables with chairs and the third type is standard tables with library chairs. There is also one large table in each classroom for conference, display, and books. Included in the equipment is a two-drawer legal size filing cabinet with lock. The furniture is blonde.

In the business department, the book-keeping division has accounting desks which are a modified model of the typewriting desk. The typewriting desks have adjustable typewriter shelves with a small shelf for parcels or books. This furniture is blonde.

In the science sections, modern laboratory equipment has been installed with the necessary utility connections.

(Concluded on page 56)



(Left) The first meeting of the Student Council in the Student Council room; a view of the main entrance (right) to the Administrative Suite and the classroom area.

# School Business Administration in Action

## PLAYGROUND SURFACING

What type of playground surfacing is most popular with business managers and superintendents of buildings and grounds?

Asphalt in its many forms and blacktop are the overwhelming preferences in large cities, according to an airmail survey of 100 city districts just conducted by the JOURNAL. In 76 per cent of the replies asphaltic concrete and sheet asphalt in either hot, cold, or emulsified forms were rated as the most acceptable because of original cost factors, safety, easy maintenance, all-weather and resilient surface, and control of dust.

Blacktop, applied over a gravel or clay base, was second in preference. However, because of a confusion of terms in some parts of the country where the generic term "blacktop" is used to cover both asphalt and tar macadam surfacing, it is difficult to determine the percentage of preference for this material. In warm climates, particularly, it is quite probable that by "blacktop" is meant asphalt, for the softening of tar macadam playgrounds is generally objectionable in months of high temperature.

The cost of applying asphalt showed a great variance because of the type of base required and the amount of grading or fill needed. Some districts reported a cost as low as seven cents per square foot in place, while a few indicated a price of \$1.85 to \$2 per square foot because of local conditions of soil and differences in specifications. Average price for all districts reporting was 28.8 cents.

Only a few business managers indicated the use of concrete, gravel, chat, slag, sand, road oil, or no surfacing material for playgrounds. Grass, of course, was shown to be popular for larger play areas, but the limitations of sod for playgrounds makes it

impractical as an all-weather surface for heavily used places.

Because of the apparent durability of asphalt and blacktop materials, less than half of the districts reported a regular replacement program. Sealing of playground surfacing with a bituminous material at five-year intervals is the most popular maintenance for most surfaces. A number of business managers declared that they expected maintenance-free playgrounds for a period of 10 to 15 years. However, nine and one-half years was the average time elapse between surfacing indicated by those with regular programs. Only two districts reported dissatisfaction with asphalt, one claiming that grass grows through the material, and the other that they are seeking a better material than asphaltic concrete.

Of all districts reporting, only two cities use their own people for the application of asphalt in playground work. Milwaukee, for example, uses emulsified asphalt and does 75 per cent of playground resurfacing and 25 per cent of new surfacing itself, with the balance done by contractors.

## BID FORM FOR SUPPLIES

The Riverside County board of education of Riverside, Calif., through Ray W. Johnson, secretary, has issued a complete set of specifications and a bid form for school supplies to be purchased in 1955-56. The booklet includes (1) complete instructions to bidders, (2) general conditions of purchase, (3) special forms of contract, (4) a complete bid form, and (5) the rules of the board of education outlining its policies of purchase.

The board considers as essential in its purchasing policies, the following seven principles:

1. The cost of supplies is to be kept at a minimum.
2. Active competition is to be encouraged among vendors.
3. Flexibility is to be obtained.
4. The purchasing is to be done through annual contracts so far as possible.
5. The board of education seeks the greatest possible participation in bidding and selling on the part of the greatest number of suppliers.
6. The school district is to be protected in all matters from irresponsible vendors.
7. The educational leadership of the school district administrators and of the county superintendent of schools is sought in order that the educational purposes of the schools will be fully achieved.

## LOS ANGELES BUILDING PROGRAM

The board of education of Los Angeles, Calif., has taken a major step in an effort to wipe out half-day sessions in the city schools. The board's building committee has approved a \$3,000,000 bungalow building program, scheduled for completion this fall, which will provide classroom space for 12,000 pupils.

A total of 341 completely equipped classrooms, the majority in elementary schools, will go up throughout the school system in a few weeks with funds provided by the recent bond issue.

A total of 292 classrooms will be constructed at 70 elementary schools, with 49 going up in junior and senior high schools. The bungalows will provide classrooms for 10,000 students, thus eliminating half-day sessions for 20,000 students now on these rolls or who would be because of anticipated growth. An additional 412 half-day sessions can be alleviated by the completion of major construction projects now under way or by the building of complete new schools.

In the high school district, a total of 47 classrooms in four junior high schools will be erected to bring these schools to a capacity of 2000 students.

The board has given approval to construction programs calling for \$8,500,000 to complete the Polytechnic High School, Narbonne High School, and Kern Junior High School; to remodel the Polytechnic high school plant for a trade technical junior college; and to purchase land for five additional school sites.

## PLAYGROUND SURFACING PRACTICES SUMMARIZED

	Asphaltic Concrete	Asphalt (Hot, Cold, or Emulsified)	Blacktop	Concrete	Gravel	Chat or Slag	Oil or Sand	Grass or No Surface
Materials Used	8	25	9	2	3	2	5	7
Cost Per Sq. Ft.	10-1.60	.08-2.00 Av. 28.8¢	.01-.50 Av. 22¢	Av. 32.5¢	No data	No data	No data	No data
Area Surfaced or Sealed Annually	None 8,000,000 sq. ft.	None 500,000 sq. ft.	None 250,000 sq. ft.	No reply	Annual maintenance	None 20,000 sq. ft.	Annual maintenance	No data
Reasons for Use of Material	Safety Resilient Low cost maintenance All-weather Clean	Safety Resilient Low cost maintenance All-weather Clean	Safety Resilient Low cost maintenance All-weather Clean	No reasons stated	Low cost No budget for other materials	Local availability Low cost Reduces dust All-weather	Low cost Easy maintenance Dust control	Grass best for large areas Low cost Hard clay good surface in some areas
Frequency of Resurfacing	5 years	9½ years	3-10 years	7 years	Annual maintenance	No data	Annual maintenance	Annual maintenance
Applied by Contract	8	23	8	2	1	No data	3	0
By Own People	0	2	1	0	2	No data	2	7



## Skylighting for Classrooms

Feature —

# Pendleton's New Elementary School

WALLACE W. McCRAE

Superintendent of Schools  
Pendleton, Ore.

Skylights in classrooms and other innovations have been built into classrooms at the Sherwood Heights elementary school, recently completed in School District No. 16 at Pendleton, Ore. The building is planned to provide school facilities for a rapidly growing semirural area within the Pendleton city limits.

Centrally located in the Sherwood Heights area, a growing new housing unit to Pendleton, the site of 12.8 acres is ideal not only for the school building itself, but also for the development of a large playground. The site was purchased for \$20,000.

The building is L shaped with one section measuring 154 by 80 feet and the other 52 by 65 feet.

### Glass Block Windows

The classrooms measure 28 and 32 feet and are arranged with skylights for natural plus artificial lighting. The main windows consist of complete sections of crystal glass set in aluminum frame. Directional glass block windows above provide skylighting. There are 11 segments east and west and 12 segments north and south. North and south the skylights cover three classrooms and east and west they cover four classrooms.

Throughout the building there is incandescent, open-louver lighting with exception of the all-purpose cafeteria and a few smaller offices.

All classrooms have acoustic-plaster ceilings with green finish laminated trusses which carry the entire roof. The laminated trusses are used in the west because of the scarcity of steel and are several segments of wood glued together. They have proved quite satisfactory. The laminated beams vary in width, some are 5¼ by 11¾ inches and others are 5¼ by 17¾ inches in width. Pipe columns hold up the beams, which are about 7 feet apart over the classrooms and 14 feet apart over the multi-purpose cafeteria. They are planned to carry a load of approximately four feet deep of wet snow.

The floor is cement slab with asphalt tile, and walls are plastered except for portions of the interior hallway which are birch veneer over frame. The exterior is brick veneer construction.

### The Roofing

The exterior roof is built-up composition with one and one-half inch Fiberglas over decking forming the base for the roof. At the wood decks rosin sized sheathing paper was lapped two inches, nailed lightly to hold in place and primed with asphalt primer an amount of three-fourth gallon per square. Flashings and reinforcements at all edges and vertical intersections, and curves were mopped with two additional layers of Fiberglas base sheet.

The heating apparatus, electrical control boards, water pumps, janitor's storage space, and general storage space are all on ground floor level. The boiler room has one boiler with space for the installation of an additional boiler. Also in the boiler room are a 400 gallon hot water tank, an incinerator, a sump pump, a compressor, and electrical panels. There is a transformer vault for the heavy equipment.

### Hot Air Heating

Forced air heat and panel heating units are in all but one classroom for constant changing of air. The multi-purpose cafeteria has overhead heating. Hallways are heated with excess heat from the classrooms.

The electrical system includes a program clock and automatic fire alarm system. There is also wiring for intercommunicating telephones and a centrally controlled radio system.

Other rooms in the school are a private principal's office, general office, supply rooms, teachers' room, health room, library, and social room.

In the general office is a formica topped counter desk of two heights, one level for the smaller children, and one for the older children. In the office are in-wall teacher mailboxes, bulletin board and in conjunction, a room with hot and cold water facilities, a working counter, and shelves.

The health-teacher room with rest room adjoining has a modern folding door so that the room may be closed for social gatherings and opened for larger groups.

The library is located north of the main

entrance hallway. An interesting feature is the recessed electrically lighted showcase which can be arranged from inside the library and viewed from the hallway. The library is generally equipped with tables, chairs, and shelves.

### The Many Purpose Room

On the entire south wall of the auditorium-cafeteria there are six sections of glass block with random pattern acoustical tile on the ceiling. This room has a stage with three sets of stairwells up to the stage and is equipped with cyclorama and curtains. Below the stage are five storage carts to hold the tables and chairs used in the auditorium.

When the room is used as a cafeteria, it has inwall tables and benches. A wide shelf door opens from the kitchen through which food is served. Off the kitchen is a food storage room. All exit doors in the cafeteria are metal; the flooring is asphalt tile; and the walls are painted.

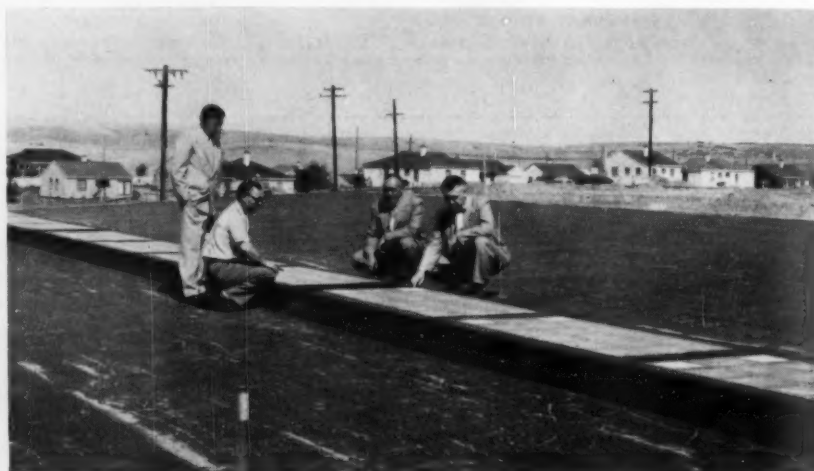
One other new feature in the school is a hallway washing alcove. The alcove, recessed and finished with glazed wall units and ceramic tile on the floor and base, makes pupil hand washing easier to supervise by teachers. There are no washing facilities in the lavatories. A plastic dome over the washing alcove floods the area with natural light.

New modern furniture in different colors is provided in the kindergarten and in first- and second-grade rooms. Individual all-steel desks and chairs are in the third- and fourth-grade rooms.

Each classroom has a teacher's desk, special teacher's closet, service sink with hot and cold water, drinking fountain, clothing storage, and supply space.

The total cost of construction for the school was \$172,000. The service facilities, boiler, heating plant, cafeteria, and auxiliary rooms are designed for double the number rooms and students now housed there.

Future dimensions of one section are 212 by 45 feet to include a gymnasium and multi-purpose room and another section 70 by 80 feet for more classrooms.

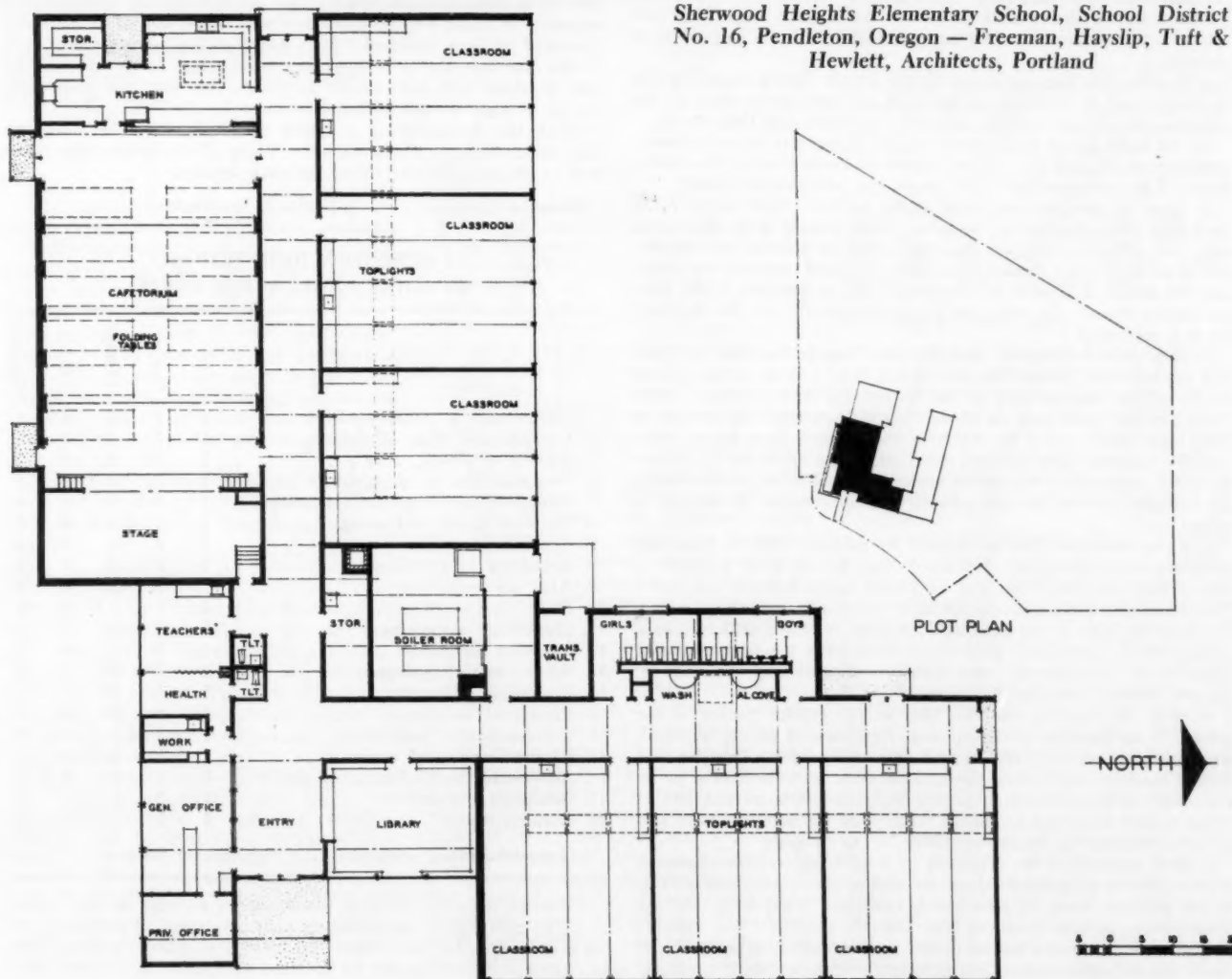


The Administrative Staff inspects the directional blocks which provide skylighting in the classrooms. The blocks must be placed correctly to function properly.





Sherwood Heights Elementary School, School District No. 16, Pendleton, Oregon — Freeman, Hayslip, Tuft & Hewlett, Architects, Portland



# How One School Evaluates Its Teachers

ELMER G. BOWES, Ph.D.

Principal, Smithtown High School  
Smithtown, N. Y.

One of the difficult tasks faced by a school administrator is the evaluation of teachers. Although this is a continuous duty involving the improvement of staff members in their daily work, in many cases the evaluation of the administrator determines promotions, salary increases, or permanent tenure in a position. Consequently, it is important that the method of evaluation which is used incorporate a reasonable degree of objectivity to supplement the subjective judgment of the administrator. Certainly, subjectivity cannot be eliminated and, even if it could, I doubt that anybody would believe it wise to dispense with the administrator's opinions. In describing some of the evaluation procedures that I use, I do so only with the claim that these are the best I have been able to work out at the present time. Nor can I claim that these procedures are original for they represent ideas from a multitude of sources.

The following item appeared in the school "house organ" which is distributed at intervals to my staff and sets forth some of the criteria consciously used in observing teachers and their work:

In the belief that it might prove helpful to teachers on probationary appointment as well as others on tenure to know some of the factors involved in recommendation for tenure, the following are listed:

1. How co-operative and loyal is the teacher? Does he get along well with other teachers and personnel in the school? Is he the "team" type and willing to help out the other fellow or does he keep to himself or to some small clique? Does he have a good word for the school and the people in it or is he the complaining or gossiping type? Does he always observe the ethics of his profession? If not, he shouldn't be in a profession.

2. How good a classroom teacher is he? Does he maintain discipline and yet have the students like and respect him? Can he arouse interest in his subject among most of his students? Can he, at least, make them feel that what goes on in the class is important? At the end of each class period can it be said that the students have gained some valuable learning? This learning might be other than facts; e.g., a way to attack problems, a wholesome attitude toward living or citizenship, an increased interest in the subject, a determination to succeed in school, etc.

3. As an individual does he "know" his subject? Does he smile and exhibit a reasonable sense of humor? Does he use good English? Is his clothing neat and clean and, sh!, what about halitosis and B.O.? Does he react to constructive criticism as a well-adjusted person or does he resent it, take it too personally, feel he is above criticism, look around for a "comeback" at a future time, make too many excuses? Does he try to carry out constructive suggestions that are made or does he merely listen and then ignore?

4. How well does he play his part in the regular routine of the school? Is he punctual in the morning, for duties, at faculty meetings, and getting in necessary reports and data to the office? Does he read notices carefully and follow through on them without having to be reminded? Is his behavior in faculty meetings courteous and professional or does he believe he should "visit" with the person next to him or correct papers? Is he an "expediter" or an "impeder"?

5. How valuable to the school is he outside the regular classroom work? Does he competently carry his load in the extracurricular field, in the guidance work, in good public relations? What is his attitude toward these aspects of school life? Does he consider them valuable or just some more work he has to do? Is he genuinely sympathetic of youth and understanding of their problems or does he take the attitude

of one mistake and we should "turn the rascals out"?

6. Is he a well-adjusted person whose stability gives his students and peers a feeling of ease and security? Or is he excessively temperamental, moody, explosive, or excitable? In line with this it is assumed that a teacher keep himself as physically fit as possible.

7. Is he alive to the problems in the profession and constantly trying to cope with them? Does he try to improve himself by taking courses, in-service training, regular reading, etc., or is he the type who will wither on the vine?

8. And what about his classroom management? For example, punctuality of teacher, punctuality of pupils, good housekeeping, attractive room, health conditions, and established routines. Does he have an effective routine for taking attendance, getting the class underway quickly, making an assignment that is clearly understood and about which there can be no mistake?

The above eight items have been listed in order of their importance although this is something which is extremely difficult to do. For example, reference is made under number six to "emotional stability." It is apparent that if a person lacks this to any great degree he has no place in a school. As a matter of fact, the question of degree enters into all of these items and could throw out of kilter any predetermined sequence. It might well be asked how well would any of us make out measured by these standards? It is true that they are rigorous but it is also true that any profession must achieve high levels and this can only be done with high quality personnel. Our aims and goals must always be high. We are obligated to strive for the best.

With the foregoing as a rather detailed basis, the following *Teacher Evaluation Form* is used to bring all the factors into focus and to obtain a definite rating for each teacher.

Name: ..... Date: .....

## SMITHTOWN HIGH SCHOOL TEACHER EVALUATION FORM

	Poor	Fair	Average	Good	Superior
1. Adjustment to other teachers . . . . .	1	2	3	4	5
2. Co-operation with all faculty . . . . .	1	2	3	4	5
3. Loyalty to school . . . . .	1	2	3	4	5
4. Dependability in assignments . . . . .	1	2	3	4	5
5. Effectiveness of personal relations . . . . .	1	2	3	4	5
6. Physical health and energy . . . . .	1	2	3	4	5
7. General appearance . . . . .	1	2	3	4	5
8. Amenable to criticism . . . . .	1	2	3	4	5
9. Acts on criticisms . . . . .	1	2	3	4	5
10. Pupil relationships . . . . .	1	2	3	4	5
11. Classroom management . . . . .	1	2	3	4	5
12. Teaching techniques . . . . .	1	2	3	4	5
13. Subject-matter background . . . . .	1	2	3	4	5
14. Professional Growth . . . . .	1	2	3	4	5
15. Emotional stability . . . . .	1	2	3	4	5
16. Extracurricular activities . . . . .	1	2	3	4	5
17. Clerical aspects of work . . . . .	1	2	3	4	5
18. All-around good influence on pupils . . . . .	1	2	3	4	5
19. Discipline and control . . . . .	1	2	3	4	5
20. Cultural status . . . . .	1	2	3	4	5

Composite rating average: .... Signature of Rater: .....

Although a rating of three is considered average on this form, it is the privilege of any administrator or board of education to set a standard that they want for their own school system. That is, before a teacher would be declared acceptable in a school sys-

bids and those requirements which have been formulated by an administrative agency in the exercise of its discretion."

*Third:* Where it can be shown that a board of education acted within the scope of its authority, and not fraudulently or

*Fifth:* The courts will be slow to invalidate a bid, merely because of an omission or irregularity, where such variations are

tem it might be demanded that he receive a rating of three and a half or four.

It may bother some administrators, as it did me at first, that this evaluation form is not weighted and, therefore, some item of comparatively small importance may play just as large a part in determining a teacher's evaluation as something of great importance. However, a careful examination of these 20 items will show, I believe, that none is of small importance. Of course there are some of greater importance than others; e.g., "emotional stability" and "discipline and control." The mere fact that these items are of such far-reaching importance will greatly influence the rating given to other items on the list thus, in effect, providing an automatic weighting. For instance, if a person ranks very low on "emotional stability," it is probable that he will also rank low on other items that are affected by a lack of emotional stability

including "adjustment to other teachers," "effectiveness of personal relations," "amenability to criticism," and others. If he ranks very low on "discipline and control" it is probable that he will also rank low on such things as "classroom management," "all-around good influence on pupils," and others. On the other hand, an item like "general appearance" which may not be vitally important, need not affect the rating of other items at all.

In using this evaluation form, I have found it helpful to connect each circled number with lines which produces a graph effect. This aids in focusing the picture at a glance:

The advantage of this form is that it is short and simple, yet each of the items represents a composite of traits and, as a result, does not sacrifice completeness for brevity. It enables an administrator to avoid getting tangled up in so many details of evaluation that he loses sight of the main factors.

### Recent Judicial Opinion XXX —

## Permissible Procedures in Awarding Construction Contracts

STEPHEN F. ROACH, Ph.D.

Editor, *Eastern School Law Review*  
Vice-Principal, J. J. Ferris High School  
Jersey City, N. J.

The tremendous backlog of school classrooms needed in the United States presages a continuing problem for most local school boards—that of developing and administering an adequate school construction program.

An attendant part of any construction program—and one requiring compliance by the board concerned early in the planning stages—concerns the legal procedures to be followed in the advertising and opening of bids and in the awarding of construction contracts.

An interesting case involving these aspects of a school building program was recently decided in the Maryland Court of Appeals.<sup>1</sup>

### Facts of the Case

In 1954, the Carroll County board of education advertised for bids for the general construction, the plumbing and heating, and the electrical work on the proposed North Carroll High School building.

Later, the board's architect issued a three-page bulletin—containing certain supplemental specifications to be incorporated in the proposals—in which appeared the following specification:

Furnish Bid Bond by reputable Bonding Company for 10 per cent of the amount of bid. This bond will guarantee the signing of agreement by contractor if awarded the contract. In case of refusal to sign agreement, the

bond will be forfeited.

A certified check in the amount of 10 per cent of the amount of the bid . . . will be acceptable in lieu of Bid Bond.

The lowest bid for the plumbing and heating contract—\$82,324—was submitted by Westminster Hardware Co. The next lowest bid (some \$1,460 higher) was submitted by Allender.

On August 17, the board awarded the contract to the hardware company, as the "lowest responsible bidder."

Upon determining that the Westminster Co. had not—as of July 20, the day the bids were opened—furnished either a bond or a certified check, Allender brought suit. He sought to prevent the board of education from entering into the contract with the hardware company, as well as to require the board to award the contract to him (Allender), as the "lowest legitimate bidder."

Allender contended that the Westminster Co. was not entitled to have its bid considered since it had not complied with the prescribed requirement concerning the bid bond. He asserted, further, that the action of the board in awarding the contract, as it had, was discriminatory—resulting from collusion and favoritism—and constituted an abuse of its official discretion.

A lower court decision enjoined the board from entering into the contract with the Westminster Co., but did not order the board to award it to either Allender—as he had sought—or to one of the other six bidders.

### The Issues

The basic issue in this case was clear cut: Under the cited conditions, was the action of the board in awarding the contract so collusive and discriminatory as to constitute an abuse of discretion?

But two related questions were also at issue: What was the legal status of the supplemental specification concerning the bid bond? And, was the board's determination of the Westminster Co. as the "lowest responsible bidder" a valid one?

### Findings of the Court

In its opinion, the court noted that both the board and the Westminster Co. admitted that the latter's bid was not accompanied by a bond or certified check *when the bids were opened*. However, both averred that the bid had been accompanied by an uncertified check for more than the stipulated 10 per cent of the amount of the bid.

The court also commented that the office of the County Superintendent of Schools—where the bids were to be opened—had been notified by the local agent of the bonding company that an appropriate bond had been issued. Testimony showed that the notification had actually reached the Superintendent's office at the very time he was supervising the opening of the bids. However, the bond itself, while delivered to the Superintendent *before* the actual awarding of the contract, was not received until three days *after* the bids had been opened.

The opinion then pointed out that in the present case there had been no allegation or proof that there was any noncompliance with any pertinent statute or ordinance. "It is important to recognize the distinction between requirements which a statute or ordinance lays down for the award of

<sup>1</sup>Board of Education of Carroll County v. Allender; cited as 112 A.2d 455 in the National Reporter System.



bids and those requirements which have been formulated by an administrative agency in the exercise of its discretion."

Where there was no violation of a statute, the court emphasized, administrative agencies have "a wide discretion" in determining who is the lowest responsible bidder. This discretion will not be controlled by the courts, "except for fraud, collusion, or arbitrary discrimination."

"It is an accepted rule in this state that a court of equity will restrain an administrative agency from entering into or performing a void or *ultra vires* contract or from acting fraudulently or so arbitrarily or unjustly as to constitute a violation of trust, but it will not review the exercise of the agency's discretion where it acts within the scope of its authority and does not exercise its power fraudulently or corruptly."

Turning to the matter of the supplemental specification (relating to the bid bond), the court commented that bidders should be expected to make every effort to comply as strictly as possible with specifications. On the other hand, it was the duty of the board of education "to secure the most advantageous contracts possible for the accomplishment of its work."

"A bidder's variation from specifications will not exclude him from consideration . . . unless [the variation] is so substantial as to give him a special advantage over the other bidders."

In judging whether or not an omission or irregularity in a bid is so substantial as to invalidate it, the opinion continued, courts must be careful not to thwart the purpose of competitive bidding by declaring the lowest bid invalid "on account of variations that are not material."

With regard to the County board's determination of the "lowest responsible bidder," the present court held: "[Public] officials need not be guided in making an award solely by the question of the financial responsibility of a bidder. . . . Rather, they might also consider such factors as his ability to respond to the requirements of the contract or his general qualifications to properly perform the work."

Noting that the Westminster Co., the lowest bidder, had been "an established concern . . . for more than a half century . . ." the court found no collusion in the desire of the board—in its discretion—to award the contract as it had.

Therewith, the present court reversed the lower court decision and upheld the board's action.

### Significance of the Case

This case yielded several significant legal principles pertaining to bids and the award of contracts.

*First:* When considering requirements relating to school construction bids, the courts recognize a distinction between requirements set up by statute or ordinance, and those formulated at the discretion of the local board of education.

*Second:* Where there is no violation of statute, local boards have wide discretion in determining the "lowest responsible bidder." This discretion will not be subject to control by the courts, except for fraud, collusion, or arbitrary discrimination.

*Third:* Where it can be shown that a board of education acted within the scope of its authority, and not fraudulently or corruptly, its exercise of discretionary power will not be reviewed by the courts.

*Fourth:* A bidder's variation from specifications will not exclude him from consideration unless the variation is material—i.e., so substantial as to give him a special advantage over the other bidders.

*Fifth:* The courts will be slow to invalidate a bid, merely because of an omission or irregularity, where such variations are not material.

*Sixth:* In determining the "lowest responsible bidder," local boards might consider not only the financial responsibility of the bidder but also his qualifications to perform the work and his ability to meet the specifications.

## IN-SERVICE CUSTODIAL TRAINING

A. H. GLANTZ

Co-ordinator of Business Advisory Service  
County of San Mateo  
Redwood City, Calif.

In-service training programs for the school custodian are becoming more and more recognized as a necessary service. The old concept that the custodian is merely a "broom pusher" has been replaced by the philosophy that he is an important part of the total team operating the school. It is now fully realized that it is somewhat ridiculous to entrust the general care of a school plant costing hundreds of thousands of dollars to one who does not have adequate technical knowledge of building materials and special products produced for their care.

With the above in mind, in co-operation with school administrators, the office of the San Mateo County Superintendent of Schools has conducted several regional workshops. These workshops cover all of the school custodian's relationship with the total operation of the school. The "School Building Maintenance and Safety" courses cover all phases implied in the title plus other related fields which the school custodian inevitably encounters during the performance of his many assigned duties.

The program is organized and conducted by the writer, a member of the San Mateo County office staff. Twelve, two-hour per week classes are conducted evenings under the auspices of an adult center of one of the high schools in the county. Each series of classes is held in different areas over the county so that attendance does not impose too great a burden upon participants. The class is open to custodians and administrators alike. Some adult centers charge a one dollar registration fee, which is usually paid by the enrollee's own school district. Awards are given at the conclusion of the course in the form of a neat "Certificate of Personal Improvement," properly signed, and with a County Board of Education Seal affixed. Awards are based upon voluntary attendance.

All topics are presented with a definite objective in mind and by an expert in the field under consideration. An example—when covering fire prevention and care of fire fighting equipment, codes, etc.—the fire chiefs of the municipalities in the area covered by the class members are invited to give instruction in the use and care of emergency fire equipment. Live demonstra-

tions are given, showing proper methods and chemicals to be used on various types of fires, such as electrical, oil, or general combustion.

Reliable commercial distributors of custodial supplies are brought in to give the latest information on new products and approved methods recommended by the National Sanitary Supply Association. *Commercialism is completely discouraged, thus individual brands or manufacturers are seldom mentioned.* Class members are encouraged to bring their special problems to class for discussion or to reveal remedies of unusual problems discovered through experience.

The approach to the proper instruction of custodial courses is based upon the conviction that no one person is qualified to cover all facets of the custodian's field of work. A few books have been written which may cover quite thoroughly parts of the custodian's responsibilities, while completely lacking in other fields equally important in his over-all duties. The brief outline at the end of this article demonstrates the varied and related fields within which the custodian must function. Some are devoted to personal improvement and retirement problems.

The general coverage as outlined is purposely kept flexible in its presentation. Fall courses always stress heating problems early, since heating equipment is then being placed in operation. Summer schedules are taken up last during the spring months. Time is left in the schedule to present topics of special interest and others which may be requested by the class. These usually cover extremely technical equipment not normally within the scope of the custodian's responsibilities. The outline:

1. Public relations and responsibilities
2. Heating and ventilation problems
3. Health and sanitation
4. Floor problems and tools pertaining thereto
5. Wall and woodwork problems and tools pertaining thereto
6. Fire equipment and care
7. Electrical equipment—clocks and bell systems
8. State Compensation and Insurance Fund—safety
9. Classified employee retirement system
10. Painting—interiors and furniture refinishing
11. Painting—exteriors and tools of the trade
12. Field trip—United Air Lines maintenance shops

# State Financial Aid to Education

HOWARD A. SHIEBLER

New York State Education Department  
Albany, N. Y.

New York State's formula for granting financial aid to its localities is now being studied by a special committee appointed by the Governor to determine its adequacy to provide for an increasing school enrollment, the shift in population from the cities to the suburbs, and the need for new buildings and higher salaries for teachers. Henry T. Heald, chancellor of New York University, is chairman of the committee which consists of 21 lay people and educators.

There is wide public and professional interest in how the present formula works. In lay language we might explain it as follows: The State has declared by law that the least amount to be spent for the education of its children is \$220 for each child in the elementary grades and \$274 for each child in the junior and senior high school grades.

## A Sharing of Education Costs

Since it has been the policy of the State for more than 100 years to share with the local school districts the cost of educating their children the State has said to the local districts in effect: If you will levy a tax of \$6.20 on each \$1,000 of the true valuation of the taxable property in your district we, the State, will make up the difference between the amount that you receive from this \$6.20 tax and the total sum necessary to provide the \$220 for each elementary school child and the \$274 for each high school child.

In other words, says the State, if your district has an average number of 1200 elementary school pupils and 800 high school pupils in daily attendance at school you will need at least:

\$220 times 1200 elementary school pupils or .....	\$264,000
\$274 times 800 junior and senior high school pupils or .....	219,200

Total ..... \$483,200

This \$483,200 will be the minimum cost of your basic educational program.

You have \$40,000,000 worth of taxable property in your district

If you levy a tax of \$6.20 on each

\$1,000 of this you will receive ... \$248,000

But you need \$483,200 to finance

your basic program or \$235,200 more than the amount received from your \$6.20 tax.

The difference between \$483,200 and \$248,000 is ..... \$235,200

This sum of \$235,200 the State will pay your district in the form of state aid.

Another district has the same number of elementary, junior, and senior high school pupils, but the value of the taxable property within its boundaries is only \$5,000,000.

The cost of the basic program will be the same—

\$220 times 1200 elementary school pupils or .....	\$264,000
\$274 times 800 junior and senior high school pupils or .....	219,200

Total ..... \$483,200

But \$5,000,000 worth of property taxed at \$6.20 on each \$1,000 will bring in only ..... 31,000

To meet the cost of the basic program, \$483,200 is needed so that state aid to this district will amount to the difference between—

\$483,200 and \$31,000 or ..... \$452,200

The State's purpose in sharing the cost of education with the various localities is to make sure that every child in the State has an equal educational opportunity. If the State did not do this, children living in districts where property values are low would have lesser educational opportunity than children living in districts where property values are high.

As we have seen from the foregoing examples, the State gives more to the districts with low property values than it gives to the districts with high property values, and the amount the State gives is determined automatically by the difference between the amount received from the local tax of \$6.20 on full valuation and the total cost of the basic program.

To make sure that every district shall receive some state financial aid irrespective of the value of the property within its boundaries and regardless of the average number of children in daily attendance at school, the State has said that it will give to every district having three or more teachers a flat sum of at least \$96 for each elementary pupil and at least \$129 for each pupil in the junior and senior high school grades.

## Special State Aids

In addition to this general state aid, there are the special state aids such as the central school district building quota, transportation quota, quota for special classes, and others.

A new central school district is faced with the problem of providing a large school building to replace a number of small buildings that served the area before centralization. In order to help the new district with its construction costs, the State agrees to pay the difference between an amount governed by construction and labor costs, now about \$1,030 per pupil, and a 6 per cent local tax on the full value of the property within this district. If the school is to house 1500 pupils the maximum cost in which the State will participate is currently \$1,030 times 1500 or \$1,545,000. The full value of the property within the district is \$20,000,000. A 6 per cent tax levied locally would yield \$1,200,000. The State would pay the difference between this sum and \$1,545,000 or \$345,000.

Let us say that the annual cost of maintaining and operating a school bus is \$3,200. The full value of the property in the district in which the bus operates is \$1,000,000. The State will pay the difference between the \$3,200 and a 1 mill tax levied locally on the real property within the district. Such a tax would yield \$1,000 so that the State would pay \$2,200.

For handicapped children the State pays \$800 over and above regular state aid for each approved class. This is because special class instruction is more expensive than regular class instruction.

To aid adult education the State pays \$2.50 for each approved class period.

During the school year 1953-54, total state aid amounted to approximately \$295,602,000. Divided roughly as follows:

For the education of regular, elementary junior, and senior high school pupils .....	\$264,180,000
For building aid to central districts .....	5,394,000
For transportation aid .....	11,198,000
For handicapped children .....	2,280,000
For adult education .....	3,427,000
For night high schools and part-time continuation schools .....	1,181,000
For summer schools .....	548,000
For emergency building aid .....	766,000
For special aid for districts having extraordinarily rapid growth .....	4,987,000
For special instructional services rendered to groups of school districts which one district alone would not be able to afford; for orphan schools; to aid school districts that have to contract with other districts to provide for elementary school education; to aid in liquidating the debts of small school districts included in a new centralized district and to help defray the cost of administering Regents' examinations in private and parochial schools .....	1,641,000



# THE AMERICAN School Board Journal

A Periodical of School Administration

William C. Bruce, Editor

## THE SEGREGATION DECISION\*

THE United States Supreme Court on May 31, in a unanimous opinion outlining the manner in which its decision of May 17, 1954, is to be made effective, repeated the fundamental principle that racial discrimination in public education is unconstitutional. In a very reasonable discussion of its original findings and of the new arguments presented to it, the Supreme Court returned to the states and the local school boards the heavy task of putting the decision into practical effect.

The court noted with satisfaction that substantial progress has been made toward integration in the District of Columbia and in the communities in Kansas and Delaware involved in this litigation. The regional federal courts which heard the original cases in South Carolina and Virginia as well as in the District and the states mentioned above, are entrusted with the responsibility of determining whether the local school authorities are putting definite plans of integration into prompt effect or are dragging their feet.

While the original decision of the Court set up the general principle of integration as the basic law, the new opinion definitely requires all of the seventeen Southern States through their state school authorities and their local boards of education, to set up single systems of schools in which all children regardless of color or race will be instructed. Very wisely the Court took cognizance of the social, legal, and economic difficulties which confront the boards of education and decreed that the local courts must consider problems relating to administration arising from the physical conditions of the school plant, the school transportation system, the personnel, and the complicated rearrangement of school districts and attendance areas into educationally effective units.

The Court declined to fix deadlines or to order specific procedures for local school reorganization as demanded in the arguments of Negro attorneys who would have set up September, 1956, as the final date of integration. The Court also rejected the request of the attorneys of several Southern States who wanted to practically destroy the effectiveness of the original decision by specifically putting off local action on a completely indefinite basis. The Court did impose on the district courts the duty of considering "whether the action of school authorities constitutes good-faith implementation of the governing constitutional principles."

Comments on the decision as reported in the press indicate very few objections on the part of local boards of education to the fundamental principles of the decision; there was bewilderment concerning the extremely difficult problems of orderly reorganization and popular acceptance of needed changes. Highly placed state officials were widely opposed to accepting the opinion. To what extent the extremists can use the situation as a political football to maintain themselves in office will be all to their discredit.

\*The complete text of the opinion is printed on page 46.

A flood of litigation is certain to come in the states not directly included in the original decision.

The local boards of education have the serious obligation of working sincerely and courageously toward complete integration within a reasonable number of years. In moving forward they have, however, the responsibility of considering, along with the rights and needs of all the children, the welfare of their teaching and supervisory staffs both white and colored.

## AMERICAN FAIRNESS

THE problem of dealing with a teacher in an elementary or a secondary school charged with belonging to the Communist Party, is necessarily approached by the board of education from the standpoint of protecting the schools and the children from subversive teaching. An exceedingly important aspect of the treatment accorded such a teacher is the American doctrine that no man can be considered guilty of a crime until proved guilty. No matter how serious the charge of disloyalty and subversive activity or how strong community feeling, the teacher is entitled to know who are his accusers and to be given the opportunity of a full hearing and defense. The school board's task is not easy when the teacher is defiant and lacks common-sense dignity, and when the informers do not present solid evidence.

In this connection seven points made by Palmer Hoyt, editor of the *Denver Post*, deserve consideration:

1. An accused or suspected teacher should in every case be given specific charges in writing, verified as to source. That would balk the faceless informer. It would also balk those teachers who escape through the first or fifth amendments their clear obligation to answer legitimate inquiries, on the ground that they do not know the charges against them, or the identity of the accuser.
2. The teacher should be informed of the applicable laws, rules and regulations and of the procedures set up under them. This would prevent the fear and confusion that has seriously hampered reasonable defense in many cases.
3. The accused should be given, in addition to the specific charges, a clear summary of the supporting evidence. This procedure, when used, has often provided a short cut to the truth. It also guarantees the accused that he is to be considered innocent until proved guilty.
4. No teacher should be dismissed solely on the basis of anonymous information, from any source whatsoever.
5. Every teacher should be permitted counsel and witnesses in his behalf.
6. No teacher should be denied a formal hearing on charges of subversion, if he requests it, on the sole ground that he is in a probationary status, under which school authorities are not required to disclose the reasons for dismissing or not rehiring.
7. No teacher who, under the above orderly procedure fails or refuses to answer questions pertaining to the formally drawn charges, should be allowed to claim the privilege against self-incrimination and also claim the right to continued employment.

## STRENGTH OF TRUTH

IN AN address to the teachers, members of the Inland Empire Education Association, Spokane, Wash., Dr. Alexander J. Stoddard is reported to have said:

Once we admit that even a worthy end justifies the use of bad means, once we rationalize the use of deceit and falsehood because we do not believe longer in the strength of truth, that which makes America is gone.

How to teach a man to want freedom, how to help him reach for it, and at the same time so teach as to make him realize that he must be willing to accept the disciplines that make possible the freedom he seeks, is the eternal challenge to the process we call education.

## DOLLAR STANDARDS

Dollar standards and educational standards are not necessarily the same, and it is frequently possible to purchase a little more for a little less, or to economize and buy something that would be practically as good. So let us not take too high a financial standard as a goal, merely one that probably would make sense to most people. — BEARDSLEY RUMML.





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## TEXT OF THE SUPREME COURT'S OPINION

*Following is the text of the Supreme Court's opinion on the public school segregation cases:*

These cases were decided on May 17, 1954. The opinions of that date,<sup>1</sup> declaring the fundamental principle that racial discrimination in public education is unconstitutional, are incorporated herein by reference. All provisions of Federal, state, or local law requiring or permitting such discrimination must yield to this principle. There remains for consideration the manner in which relief is to be accorded.

Because these cases arose under different local conditions and their disposition will involve a variety of local problems, we requested further argument on the question of relief.<sup>2</sup> In view of the nationwide importance of the decision, we invited the Attorney General of the United States and the attorneys general of all states requiring or permitting racial discrimination in public education to present their views on that question. The parties, the United States, and the states of Florida, North Carolina, Arkansas, Oklahoma, Maryland, and Texas filed briefs and participated in the oral argument.

These presentations were informative and helpful to the court in its consideration of the complexities arising from the transition to a system of public education freed of racial discrimination. The presentations also demonstrated that substantial steps to eliminate racial discrimination in public schools already have been taken, not only in some of the communities in which these cases arose, but in some of the states appearing as amici curiae, and in other states as well.

Substantial progress has been made in the District of Columbia and in the communities in Kansas and Delaware involved in this litigation. The defendants in the cases coming to us from South Carolina and Virginia are awaiting the decision of this court concerning relief.

Full implementation of these constitutional principles may require solution of varied local school problems. School authorities have the primary responsibility for elucidating, assessing, and solving these problems; courts will have to consider whether the action of school authorities constitutes good faith implementation of the governing constitutional principles.

Because of their proximity to local conditions and the possible need for further hearings, the courts which originally heard these cases can best perform this judicial appraisal. Accordingly, we believe it appropriate to remand the cases to those courts.<sup>3</sup>

In fashioning and effectuating the decrees, the courts will be guided by equitable principles. Traditionally, equity has been characterized by a practical flexibility in shaping its remedies<sup>4</sup> and by a facility for adjusting and reconciling public and private needs.<sup>5</sup> These cases call for the exercise of these traditional attributes of equity power.

At stake is the personal interest of the plaintiffs in admission to public schools as soon as practicable on a nondiscriminatory basis. To effectuate this interest may call for elimination of a variety of obstacles in making the transition to school systems operated in accordance with the constitutional principles set forth in our May 17, 1954, decision. Courts of equity may properly take into account the public interest in the elimination of such ob-

stacles in a systematic and effective manner. But it should go without saying that the vitality of these constitutional principles cannot be allowed to yield simply because of disagreement with them.

While giving weight to these public and private considerations, the courts will require that the defendants make a prompt and reasonable start toward full compliance with our May 17, 1954, ruling. Once such a start has been made, the courts may find that additional time is necessary to carry out the ruling in an effective manner. The burden rests upon the defendants to establish that such time is necessary in the public interest and is consistent with good faith compliance at the earliest practicable date.

To that end, the courts may consider problems related to the physical condition of the school plant, the school transportation system, personnel, revision of school districts and attendance areas into compact units to achieve a system of determining admission to the public schools on a nonracial basis, and revision of local laws and regulations which may be necessary in solving the foregoing problems.

They will also consider the adequacy of any plans the defendants may propose to meet the problems and to effectuate a transition to a racially nondiscriminatory school system. During this period of transition, the courts will retain jurisdiction of these cases.

The judgments below, except that in the Delaware case, are accordingly reversed and remanded to the District Courts to take such proceeding and enter such orders and decrees consistent with this opinion as are necessary and proper to admit to public schools on a nondiscriminatory basis with all deliberate speed the parties to these cases.

The judgment in the Delaware case—ordering the immediate admission of the plaintiffs to schools previously attended only by white children—is affirmed on the basis of the principles stated in our May 17, 1954, opinion, but the case is remanded to the Supreme Court of Delaware for such further proceedings as that court may deem necessary in light of his opinion.

It is so ordered.

### Footnotes

<sup>1</sup>347 U. S. 483; 347 U. S. 497.

<sup>2</sup>Further argument was requested on the following questions. 347 U. S. 483, 495-496 N. 13, previously propounded by the Court:

"4. Assuming it is decided that segregation in public schools violates the Fourteenth Amendment "(A) Would a decree necessarily following providing that, within the limits set by normal geographic school districting, Negro children should forthwith be admitted to schools of their choice, or "(B) May this Court, in the exercise of its equity powers, permit an effective gradual adjustment to be brought about from existing segregated systems to a system not based on color distinctions?"

"5. On the assumption of which questions 4 (A) and (B) are based, and assuming further that this Court will exercise its equity powers to the end described in question 4 (B).

"(A) Should this Court formulate detailed decrees in these cases?

"(B) If so, what specific issues should the decrees reach?

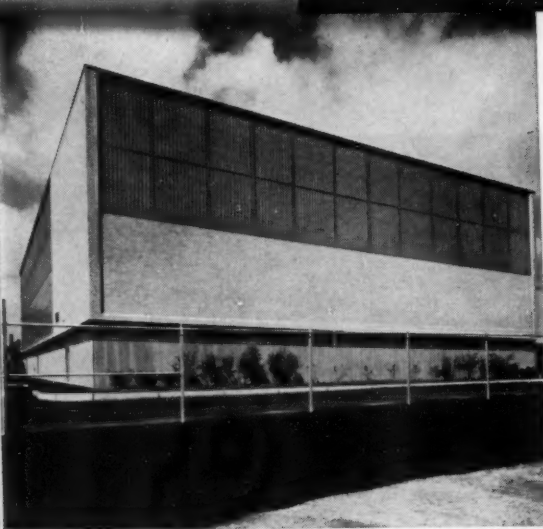
"(D) Should this Court remand to the courts of to hear evidence with a view to recommending specific terms for such decrees?

"(C) Should this Court remand to the courts of first instance with directions to frame decrees in these cases, and if so what general directions should the decrees of this Court include and what procedures should the courts of first instance follow in arriving at the specific terms of more detailed decrees?"

<sup>3</sup>The cases coming to us from Kansas, South Carolina, and Virginia were originally heard by three-judge District Courts convened under 28 U. S. Sections 2281 and 2284. These cases will accordingly be remanded to those three-judge courts. See *Briggs v. Elliot*, 342 U. S. 350.

<sup>4</sup>See *Alexander v. Hillman*, 296 U. S. 222, 239.

<sup>5</sup>See *Hecht Co. v. Bowles*, 321 U. S. 321, 329-330.



Gymnasium at Northeastern University, Boston, Massachusetts. Shepley, Bulfinch, Richardson and Abbott, Architects. Volpe Construction Company, Contractor.

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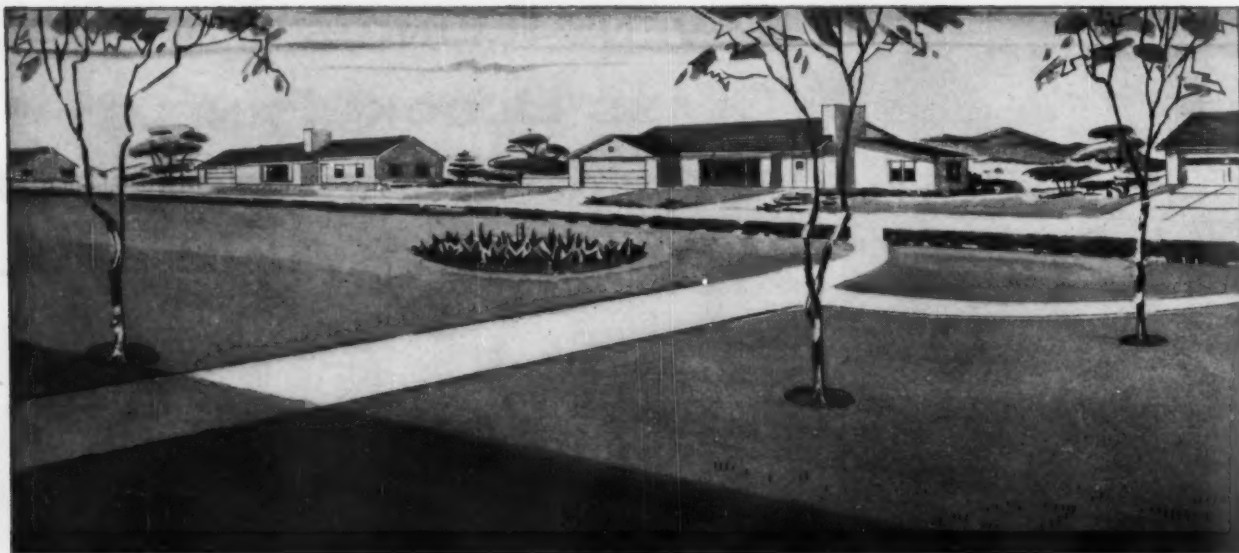
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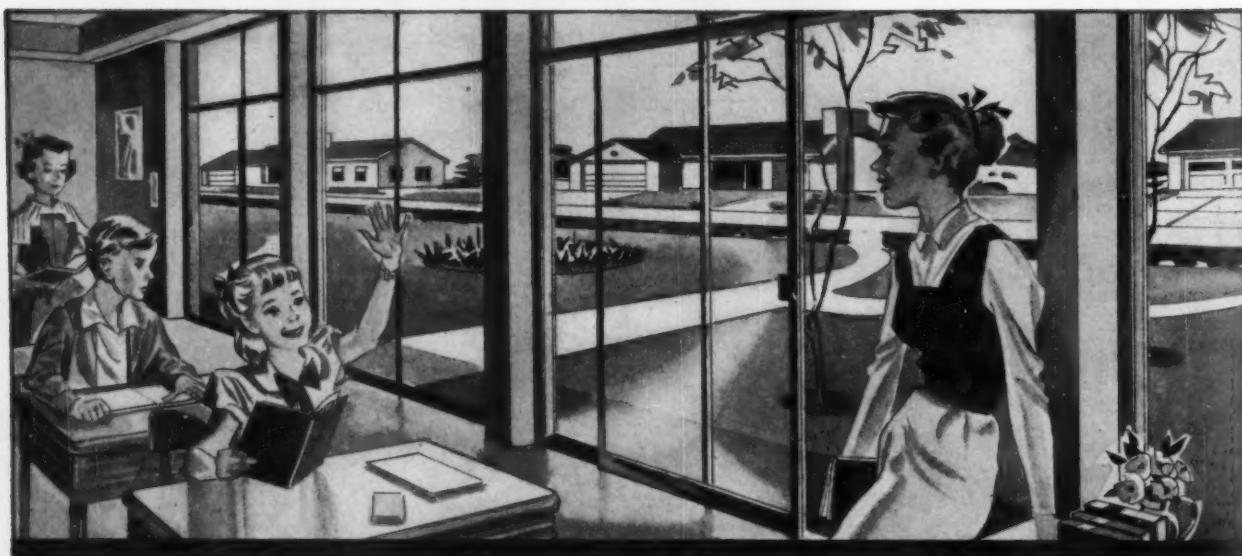
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# SCHOOL LAW NEWS

## SCHOOL LAW DECISIONS

School laws should be liberally construed to aid in effecting their beneficent purpose, and since the administration of school matters usually rests in hands of plain citizens, not learned in the law, substantial rather than technical compliance with statutory provisions and requirements will suffice.—*State ex rel. Reorganized School Dist. R-2, of Newton County v. Robinson*, 276 South Western reporter, Second Series, 235, Mo. App.

The Oklahoma Supreme Court will construe the school code liberally to the extent that general purposes of the entire code and public education may be advanced. 70 O.S. 1951 §§ 1-3.—*Matlock v. Board of County Com'rs of Wagoner County*, 281 Pacific reporter, Second Series, 169, Okla.

The courts will not lightly interfere with the exercise of the functions intrusted by law to the school authorities.—*McGrath v. Burkhard*, 280 Pacific reporter, Second Series, 864, Cal. App.

### Government of Schools

Generally, there is no necessity that all rules, orders and regulations for discipline, government and management of schools be made matter of record by the school board, or that every act, order, or direction affecting the conduct of such schools shall be authorized or confirmed by formal vote of board.—*McGrath v. Burkhard*, 280 Pacific reporter, Second Series, 864, Cal. App.

Where the superintendent of a community unit school district was dismissed when the district board of education abolished his job, he was not entitled to a 60 days' notice required by statute to be given dismissed teachers who are under contractual continued service. S.H.A. ch. 122 §§ 7-8, 7-11, 24-1 et seq. 24-2, 24-3. *McNely v. Board of Ed. of Community Unit School Dist. No. 7, Macoupin County*, 125 North Eastern reporter, Second Series, 145, 5 Ill. App. 2d 84.

Under the statute providing that the district school board must give written notice to a teacher who is not to be rehired and must state the reason therefor, notices which stated that it was for the best interest of the community that the superintendent and teacher should not be rehired sufficiently stated the reasons. RCW 28.67.070.—*State ex rel. Mary M. Knight School Dist. No. 311, Mason County v. Wanamaker*, 281 Pacific reporter, Second Series, 846, Wash.

### School Property

A school district owns no property, all school facilities being in fact and law the property of the State and subject to the legislative will; and neither do the inhabitants of a school district have vested property interests in the property of a district or in boundaries thereof which are entitled to protection of due process clause. S.H.A. ch. 122, §§ 4B-4, 11-18.1; S.H.A. Const. art. 2, § 2; art. 8, § 1.—*Pritchett v. County Bd. of School Trustees*, 125, North Eastern reporter, Second Series, 476, Ill.

A city board of education was not liable for injuries sustained by a minor child when struck by a bicycle, which was being ridden by a playmate and was not part of the school equipment, as the child was about to leave schoolyard in which he had been playing after school hours, though the school yard was unsupervised.—*Diele v. Board of Ed. of City of New York*, 138 New York Supplement, Second Series, 766.

## Problems of Teachers

Teachers are employees of district which employs them, and are not public or state officers.—*State ex. rel. Mary M. Knight School Dist. No. 311, Mason County v. Wanamaker*, 281 Pacific reporter, Second Series, 846, Wash.

Under statute providing for employment of school teachers by school boards, the legislature has left the question of employment solely within discretion of school board and applicant, and no district can be forced to enter into a contract of employment with teacher against will of majority of board of directors, nor can applicant be forced to teach school in any district against her will. RCW 28.58.100(1).—*State ex. rel. Mary M. Knight School Dist. No. 311, Mason County v. Wanamaker*, 281 Pacific reporter, Second Series, 846, Wash.

The teachers tenure law casts new liability upon school boards, and should be construed strictly in favor of the boards, and therefore, if there is distinction made by school code between teacher and superintendent, such distinction must be recognized. S.H.A. ch. 122, §§ 24-1 et seq., 24-2, 24-3.—*McNely v. Board of Ed. of Community Unit School Dist. No. 7, Macoupin County*, 125 North Eastern reporter, Second Series 145, 5 Ill. App. 2d 84.

Membership in the Communist Party and participation in the unlawful activities thereof constitutes "conduct unbecoming a member of the staff" within statutes providing for removal or suspension of teachers from the permanent instructional staffs for "conduct unbecoming a member of the staff." Education Law, § 6206, subd. 10.—*Application of Hughes*, 138 New York Supplement, Second Series, 686.

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## SCHOOL FINANCE AND TAXATION

### SCHOOL BOND SALES

During the month of April, 1955, bonds for school construction purposes were sold in the amount of \$158,035,482. The leading sales were:

California	\$33,647,000	Nebraska	\$10,000,000
Colorado	3,095,000	New York	13,004,250
Connecticut	6,099,000	Ohio	13,806,250
Indiana	3,897,313	Pennsylvania	18,100,000
Massachusetts	6,300,000	Texas	16,250,000
Minnesota	4,303,000	Washington	3,618,729

The average price of 20 bonds, as of May 19, was 2.37 per cent.

### NATIONAL STATISTICS OF IMPORTANCE TO SCHOOLS\*

Item	Date	Latest Figure	Previous Mo.
School Building Construction <sup>1</sup> .....	May, 1955	\$200,765,000	\$194,700,000
School Building Construction <sup>2</sup> .....	May, 1955	29,415,060	42,108,424
Total School Bond Sales <sup>3</sup> .....	Apr., 1955	158,035,482	160,659,458
Latest Price, Twenty Bonds <sup>4</sup> .....	May 19	2.37%	2.40%
New Construction Expenditures <sup>5</sup> .....	Mar., 1955	226,000,000	196,000,000 <sup>8</sup>
Construction Cost Index <sup>6</sup> .....	May, 1955	602	601
Educational Building Permits, Valuation <sup>4</sup> .....	Jan., 1955	74,900,000	95,200,000 <sup>8</sup>
Wholesale Price Index <sup>6</sup> .....	May 24	110.3	110.4
U. S. Consumer's Prices <sup>6</sup> .....	Apr., 1955	114.2	114.3
Total Population of the U. S. <sup>7</sup> .....	Apr. 1, 1955	164,595,000	161,762,000 <sup>8</sup>

\*Compiled June 7, 1955.

<sup>1</sup>Dodge figures for 37 states east of Rocky Mts.

<sup>2</sup>11 states west of Rocky Mts.

<sup>3</sup>Bond Buyer.

<sup>4</sup>Joint estimate, Depts. of Commerce & Labor.

<sup>5</sup>American Appraisal Co., Milwaukee.

<sup>6</sup>U. S. Dept. of Labor.

<sup>7</sup>U. S. Dept. of Commerce.

<sup>8</sup>Previous year.



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Note the smooth, even surface of this battery of four Red Laykold tennis courts recently installed for a Providence, R. I. high school.

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**For the parent,** they offer resilient, non-abrasive surfaces that are *safe*! Shoes and equipment last longer.

**For the school board,** they represent a sound first investment with tough, durable surfaces that resist wear and hold maintenance to a practical minimum.

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Tucson, Ariz. Seattle, Wash. Baton Rouge 2, La.  
St. Louis 17, Mo. Inglewood, Calif. Oakland 1, Calif.  
Portland 7, Ore. Washington 5, D. C. San Juan 23, P. R.

### SCHOOL BUILDING

During the month of May, 1955, contracts were let in 11 western states for the erection of 94 school buildings to cost \$29,415,060. A total of 101 additional projects were reported in preliminary stages to cost \$43,661,528.

Dodge reported that in 37 states east of the Rocky Mountains contracts were let in May for 896 educational buildings at \$200,765,000.

### NEW BUILDING PEAK

A total of 1309 classrooms for Los Angeles, Calif., city schools have been constructed since September of 1952. These classrooms provide teaching facilities for nearly 50,000 youngsters.

Since this program's inception, 110 projects, including the building of 37 complete new schools, have been completed. An additional 95 projects, ranging from multi-million dollar high schools to a single portable bungalow, are currently under construction in the vast Los Angeles schools system's all-out drive to provide full-time education for every one of its youngsters.

Los Angeles' voters recently authorized an additional \$133,000,000 to continue and expand this progressive building program.

### SAN ANTONIO ELECTION

As the first step in a general over-all building program, the San Antonio school district completed a bond election for \$17,000,000. Proceeds will go for new senior and junior high schools, elementary schools, as well as for additions and renovations of older buildings.

### EXTENSIVE BUILDING PROGRAM

During the past year the Covina, Calif., School District has completed two 20 classroom grade schools and a four room addition to an existing school as part of its progressive building program. Under construction is a 17 classroom addition with two more complete schools to be built in the very near future.

### BAY CITY SCHOOL REPORT

In an eight-page picture supplement to the *Bay City Times*, the Bay City, Mich., public school system reviewed all phases of its thorough school program serving 9000 children from kindergarten through Junior College. Graphs illustrate where the school dollar comes from and where it is used.

### FILMSTRIP AVAILABLE

The American Association of School Administrators, Washington 6, D. C., has announced the publication of the "1955 School Building Filmstrip." This 35mm. film is available at \$5 and includes the photographs and floor plans of school buildings exhibited at the 1955 regional convention of the A.A.S.A.



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Unique "forward-of-center" slanting post design gives new Arlington Table Desks important advantages in terms of comfort and ease in use. The greater "open" area beneath the book box provides larger space for leg comfort, less chair movement is needed to adjust for suitable position, and it is easier for students to enter and depart. You will also find that Arlington Table Desks are more rigid and durable than standard designs. Available in four desk heights, with or without inkwells.

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## TAPE RECORDINGS

The Manchester, N. H., board of education, which has barred the making of tape recordings of its meetings by a local radio station, has received an opinion from City Solicitor J. Francis Roche that it may refuse such recordings. The board is held to be free to allow or refuse recordings and "to make whatever rules it desires in connection therewith."

## EVACUATION PLANNED

The school authorities of Cape Girardeau, Mo., and the Civil Defense officials have mapped out plans for the evacuation of all school children from the schools in case of an enemy attack. If there is a three-hour lull before the attack is expected, the children will be returned to their homes by buses assigned to the schools. Car pools have been worked up to handle the dispersal of

kindergarten children. The principals of the several schools have been given directives for selecting areas in the school buildings to be used as shelters, for operating a system of warnings, for holding air raid drills, and for taking other precautions.

## TAKE OVER BUSES

The North Kansas City board of education has decided not to renew the contract for the transportation of school children with the private operator who has had the business for some years. The board has purchased the contractor's buses for \$32,000 and has rented a garage at \$300 per month. About 2700 children will be transported at an estimated annual cost of \$85,000. James Hannon, a former principal, has been appointed to supervise the program. All drivers and maintenance men will be board employees.

## NEW TRADE EDUCATION PLAN

In San Diego, Calif., the pattern of trade and industrial education will change this fall when the central vocational program will be integrated into one of the regular senior high schools. It is hoped that this will give trade students all the advantages of belonging to a comprehensive high school yet will continue the economical operation and extensive curricula achieved best through a centralized vocational setup.

Graduates from the Vocational Department of the high school will earn a regular high school diploma and will be prepared to enter employment in a skilled trade.

## BUSINESS OFFICIALS TO MEET

The Association of School Business Officials will hold its 41st annual convention at the Hotel Sherman, in Chicago, Ill., October 16 to 20.

Dr. Paul Misner, president of the American Association of School Administrators, will be the main speaker, and Dr. A. D. Holt, of the University of Tennessee, will be the speaker at the annual banquet.

Jack Spratt, chairman of the exhibitors' group, has announced an entertainment for Monday evening. On Tuesday there will be a tour for the visitors to various parts of the Chicago Loop, the north residential district, and the shores of Lake Michigan.

The officers are confident that the Chicago convention will be a good one and interesting as well. Information can be had from Dr. Charles W. Foster, chairman of publicity.

## APPOINT ADVISORS

Jefferson County, in Alabama, operates five independent school systems. Four of these are in the large cities of Birmingham, Bessemer, Fairfield, and Tarrant. The Jefferson County system includes all of the territory outside of these four cities. Recently, the five boards of education united in a plan for approving and selecting members for a Jefferson County Advisory Committee for the public schools. Of the 43 members of this committee, some are ex-officio, with full privileges, including the superintendents of schools, the president of the Council of Parent-Teacher Associations, the president of the teachers' association, and a member of the governing body of the city or county. Other members are elected by the several boards of education, comprising one member of each board and several lay citizens of the community.

The Advisory Committee has obtained the services of the Bureau of Research of the College of Education, University of Alabama, in carrying on a survey of the school plant and its needs. Two special reports are to be made, one on the financial needs, and one on ways of securing additional money. These reports will be taken up at the next legislative session.

## GILCHRIST SUCCEEDS WARREN

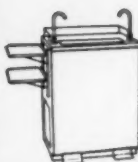
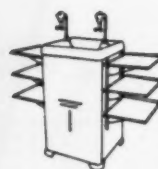
Dr. Julius E. Warren, superintendent of schools in University City, Mo., since 1946, has retired as of July 1. During his service many significant advances were made in the educational program of the city schools in the number of educational services of the school plant, and in the enrollment.

Dr. Warren will be succeeded by Robert S. Gilchrist, until recently assistant superintendent of schools in charge of instruction at Pasadena, Calif. Dr. Gilchrist has taught in Ohio and California and received his doctorate from the New York University.

★ MAYNARD BOWMAN has been appointed administrative assistant to Supt. John Milne of Albuquerque, N. Mex. schools.

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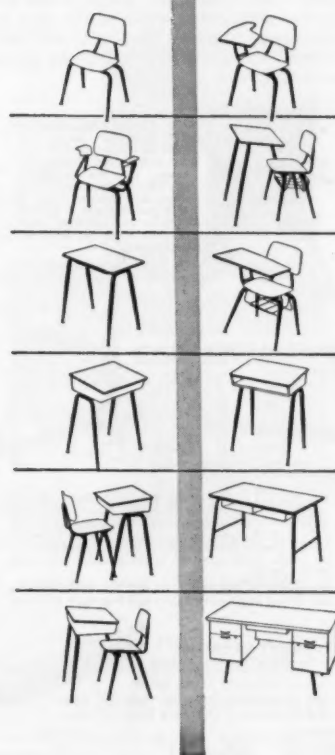
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**NO. CH-400 CHALKROBE**  
42" long, 28" deep, 6 1/2" high on glides (or 6 1/4" high on casters). Hat shelves and hanger bars are adjustable for height—accommodate every age group—(Hold 16 with coat hangers or 34 with coat hooks.) Off-floor shelf for overshoes and 50" x 48" chalkboard.

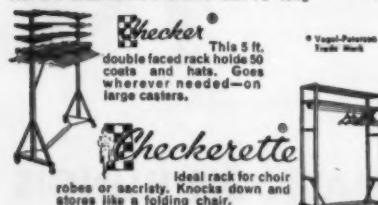
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**WALLMOUNT WARDROBE RACKS**—Mount permanently on any wall. Shelves adjustable for height in 2" steps (accommodate any age group). Hold 4 spaced coat hangers or 6 coat hooks per running foot. Units interlock to make continuous rack of any length.  
**No. AW-3 Wallmount Coat and Hat Rack** 32" long  
**No. AW-4 Wallmount Coat and Hat Rack** 42" long



**WALLMOUNT OVERSHOE RACKS**—Mount on wall at floor level... extend 11 1/2" out from wall. Interlock to make rack of any length.  
**No. B-3 Wallmount Overshoe Rack** 32" long  
**No. B-4 Wallmount Overshoe Rack** 42" long



**Checker** This 5 ft. double faced rack holds 50 coats and hats. Goes wherever needed—on large casters.  
**Checkerette** Ideal rack for choir robes or sacristy. Knocks down and stores like a folding chair.

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## NEW BOOKS

### Heating, Ventilating, Air Conditioning Guide, 1955

Prepared by a Guide Committee, Keratol, 1680 pp., \$12. American Society of Heating and Air-Conditioning Engineers, 62 Worth St., New York, N. Y.

This thirty-third annual issue of the heating and air-conditioning engineers' professional handbook introduces the latest scientific and engineering findings in its field together with catalog data on the modern equipment and the new devices and materials available in the American market. The schoolman will welcome a completely new chapter of the book, chapter 51, devoted to (a) the broad general problems of heating and ventilating of schoolhouses, (b) special factors of service which affect the design of systems, (c) methods (systems) of heating and ventilation in common use, (d) maintenance problems. Two observations of the authors deserve repetition: (1) Every school building presents its own problems due to the building construction, the character of the pupil enrollment, and the educational program. A complete analysis of the situation is needed so that the system may be adapted to suit the conditions which must be met. (2) Again, school buildings are erected as a rule under conditions of strict economy. The heating and ventilating system cannot be designed except to meet severe tests of economy in design, construction, and operation.

As we have said in years past, the Guide is a "must" in every school board office.

### Salaries and Salary Schedules

of *Urban School Employees, 1954-55*. Bulletin for April, 1955. Paper, 32 pp., 50 cents. Research Division, National Education Association, Washington 6, D. C.

This summary of the salaries paid urban school employees in 1954-55 considers trends during the period from 1930-31 to 1954-55 and also the range and distribution of salaries in 1954-55. "The relative economic position of teachers has made little or no gain since 1940 among wage and salary employees."

### Teachers' Salaries

By Educational Research Service, U. S. A. Circular 2, 1955, Price \$2.50. National Education Association, Washington, D. C.

This biennial survey embraces 296 urban districts between 30,000 and 100,000 population. The median has risen from \$4,268 in 1953 to \$4,911.

### Cost of a Good Educational Program in Pennsylvania

By Research Service in Education. Bulletin 75 (No. 25-1955), 27 pp., Department of Public Instruction, Harrisburg, Pa.

This study sets up as desirable cost for current expenditure in 1953-54 a per pupil outlay of \$171.60 for elementary schools, and \$271.40 for high schools. The local elementary cost was \$4,904.33; and the high school cost, \$5,815.60. The state measure of cost was elementary (ADM 30) \$5,148; high schools (ADM 22), \$5,967.50.

### Salaries and Salary Schedules of Urban School Employees, 1954-55

Research Bulletin, N.E.A., April, 1955. Price, 50 cents. National Educational Association, Washington 6, D. C.

Statistical record of salaries paid in six population groups of cities during the school year ending in the spring of 1955.

### Room to Learn

Paper, 24 pp. National Education Association. Washington 6, D. C.

The argument for federal aid for schoolhouse construction, with outlines of the several bills before Congress.

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## PERSONAL NEWS

★ R. V. HUNKINS, superintendent of schools at Lead, Colo., since 1922, has announced his retirement.

★ Appointment of Dr. A. ROLAND WALKER as assistant superintendent for instruction in Pasadena, Calif., city schools has been recommended to the board of education by superintendent Dr. Stuart F. McComb.

★ ELBERT I. MITCHELL has been named superintendent of schools at Elkins, Ark., succeeding David McCartney.

★ Superintendent of schools for University City, Mo., since 1946, Dr. JULIUS E. WARREN has announced his retirement effective August 1. He will be succeeded on that date by Dr. ROBERT S. GILCHRIST, assistant superintendent of schools the past six years in Pasadena, Calif.

★ The board of education for Livingston, N. J., announced the appointment of Dr. HAROLD FREDERICK HOFFMAN as superintendent of schools. He succeeds J. Harvey Shue who resigned recently to accept the county superintendency of Gloucester County.

★ SAM R. CLARK was appointed superintendent of schools in Cheyenne, Wyo., replacing Jesse L. Goins who resigned because of ill health.

★ Succeeding Ralph H. Banks, Dr. CLARENCE E. ROBBINS has been named superintendent of schools in Vincennes, Ind. Dr. Robbins has been visiting professor of public school finance and business administration at Indiana University.

★ PAUL STEFFENSON, former superintendent of Park Rapids, Minn., public schools, was appointed superintendent for the West St. Paul district schools.

★ KARL A. REICHE, 69, superintendent of schools for Bristol, Conn., during the past 41 years died April 4. Past president of the Connecticut Association of School Superintendents, Mr. Reiche was chairman of its legislative committee from 1935 to 1949.

★ ROBERT L. DOUGHERTY, of Ramona, Calif., has been elected superintendent of the unified school district of Fall River Mills, Calif.

★ HAROLD LARSON, of Eagle Butte, S. Dak., is the new superintendent at Java.

★ STEPHEN COX is the new superintendent at West Burlington, Iowa.

★ A. L. COOPER has accepted the superintendency at Hamilton, Mont.

★ The Chillicothe, Mo., board of education has re-elected Supt. R. E. HOUSTON for a term of three years. Dr. GEORGE K. MEINERSHAGEN has been elected president of the board.

★ Supt. B. C. WILLIS, of Chicago, Ill., has proposed the filling of five new administrative posts in the schools under a reorganization plan. The plan calls for reshuffling of top posts to create five new titles of associate superintendent.

★ ELLEN P. CHAPLIN has become superintendent of schools in Orangeburg County, S. C.

★ Supt. J. R. MOUNCE, of Clinton, Iowa, has been re-elected for a fourth consecutive term.

★ GLEN BRETZ, of Evansville, Ind., has accepted the superintendency at Tell City.

★ HUGH M. ESPEY has accepted the superintendency at Rising Sun, Ind.

★ FRED D. FECHTMAN, of Tell City, Ind., is the new superintendent at Peru.

★ MILO PETERSON is the new superintendent at Beattie, Kans.

★ L. W. WESTFALL is the new superintendent at Temple, Okla.

★ ARNOLD HOLZ, of Spring Valley, Minn., has accepted the superintendency at Fridley.

★ DALE T. HARMON has been elected president of the Spokane Education Association, Spokane, Wash.

★ M. M. CULVER, of Gowrie, Iowa, has accepted the superintendency at Sibley.

★ GEORGE I. SLONE has been elected superintendent at Laurel, Neb.

★ GLENN E. BOSLEY has been elected superintendent at Hemingford, Neb.

★ HAROLD BELL has accepted the superintendency at Marshfield, Mo.

★ MILTON BAACK has accepted the superintendency at O'Neill, Neb.

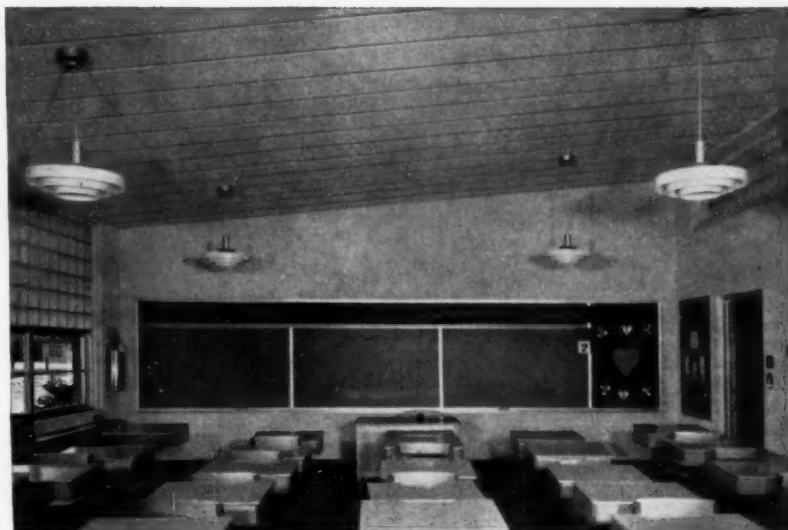
★ SAM CLARK has been elected superintendent at Cheyenne, Wyo., to succeed J. L. Goins.

★ Supt. N. D. McCOMBS, of Des Moines, Iowa, has been re-elected with a substantial increase in salary.

★ Dr. ROBERT B. LYNN has been re-elected president of the board at Alton, Ill.

★ Mrs. ELIZABETH LYMAN is the new president of the board at Urbana, Ill.

★ The board of school trustees of Tempe, Ariz., has reorganized with HAROLD PAINTER as president, and L. ALTON RIGGS as clerk. ED. G. HARRINGTON is a new member.



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## CONFERENCE MOVEMENT

(Concluded from page 28)

ber of the National Citizens Commission, addressed a community conference in Minneapolis, Minn., May 16, which was seeking answers to problems facing that city's public schools.

At another May conference, Denver, Colo., citizens tackled the question of "What Are Our School Building Needs?" (one of the six questions to be discussed at the White House Conference on Education). A special bond election was urged for next fall for new high schools.

"How can we have effective community conferences?" was the theme of a clinic for school and community leaders at Purdue University, Lafayette, Ind., on May 2 and 3. This was the first of several workshops

planned by colleges and universities working closely with N.S.B.A. Boston University will hold a similar workshop scheduled for New England conferences leaders on June 6.

In addition to community-wide discussions, regional conferences are in the works. One was held in Setauket, L. I., on May 14 by the Long Island Council of Citizens Committees and representatives from 40 Long Island towns and cities took part.

## DOUGLASS HIGH SCHOOL

(Concluded from page 35)

The art rooms, clothing laboratories, and the living unit in the home training courses consist of storage cases, cutting tables, working counters, instructors desks, drawing tables, and student tables.

There was a co-ordinated attempt to

select furniture and equipment that would be as flexible as possible and still fit into the color scheme.

## Building Facilities

The boiler room where steam heat is generated is adequately equipped. An outside incinerator is tied into the boiler stack. This area has the transformer vault, office, and a work counter for the custodian with shower facilities. The boiler is fired by natural gas.

The toilet rooms have ceramic tile floors, glazed tile walls, metal partitions, mirrors, and vitreous china fixtures.

The custodial rooms are provided for both male and female help. In the custodial rooms are slop sinks, shelves for supplies, spare spaces for hanging mops, and lavatory facilities and shower facilities in designated areas. Ample space has been provided for storage of the custodial and instructional supplies, and extra furniture.

The large areas are equipped with zone control heating so that such may be operated separately. Fluorescent lighting in the instructional areas is provided throughout the buildings as it will be used by evening education classes. Unit ventilators are in each classroom. The entire new plant has refrigerated drinking fountains. There are two electrical connections connecting the alarm system to the city fire department station. There are also spot alarm systems located at strategic points in the building.

## NEWS OF SUPERINTENDENTS

★ JOHN STEVENS, of Sunnyside, Wash., has been elected superintendent of schools at Rochester.

★ C. W. STALEY, of Rankin, Ill., has accepted a principalship at Stockland.

★ O. W. WINSTEAD is the new superintendent at Novice, Tex.

★ ROBERT L. DOUGHERTY is the new district superintendent at Fall River Mills, Calif.

★ JOHN PRIEST, of Callaway, Neb., has accepted the superintendency at Atkinson.

★ M. K. CARTER is the new superintendent at Portis, Kans.

★ JOSEPH MORRIS is the new assistant superintendent at Moorhead, Minn.

★ CARL A. MAGNUSON is the new superintendent at Bristol, Conn.

★ S. L. LOCKRIDGE, of Hardin, Mo., is the new superintendent at Oak Grove.

## DR. HAROLD SPEARS

Dr. Harold Spears has been named superintendent of schools for San Francisco, Calif. Assistant superintendent there for the past seven years, he will succeed Dr. Herbert C. Clish, who resigned recently to become superintendent of schools in Lynbrook, N. Y. Chosen from among 25 candidates, Dr. Spears' salary was announced at \$22,500 a year. He received the traditional four-year contract.

## NAME ASSOCIATE SUPERINTENDENTS

Named to the newly created rank of associate superintendent in the Chicago, Ill., school system were four assistant superintendents and one district superintendent.

JAMES H. SMITH, now district high school superintendent, will be in charge of instruction for half the city, while THADDEUS J. LUBERA, former assistant in charge of high schools, will supervise the other half. DON C. ROGERS, now in charge of elementary education, will be associate for administration and research. EDWIN A. LEDERER, now director of purchases, will become associate in charge of operational services, and ALFRED E. BOLT, now controller, will pursue the same duties as associate in charge of finance.

As part of a reorganization plan sponsored by school superintendent Benjamin C. Willis, the present ten assistant superintendents are to be reclassified as five associates and five assistants.

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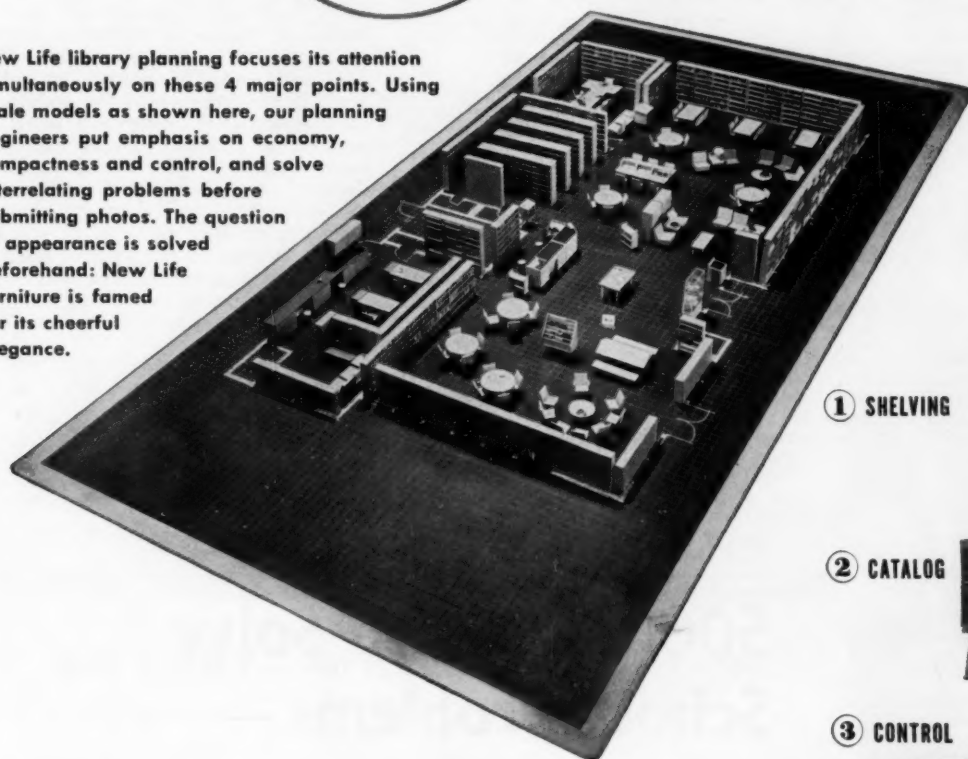




SHELVING  
CATALOG  
CONTROL  
READING

## POINTS: IN LIBRARY PLANNING

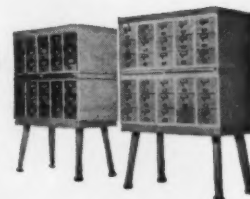
New Life library planning focuses its attention simultaneously on these 4 major points. Using scale models as shown here, our planning engineers put emphasis on economy, compactness and control, and solve interrelating problems before submitting photos. The question of appearance is solved beforehand: New Life furniture is famed for its cheerful elegance.



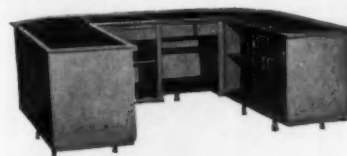
① SHELVING



② CATALOG



③ CONTROL



④ READING



① **Shelving** must be planned with consideration for book capacity, wall space, traffic pattern, natural lighting, etc. Slanted bottom shelves and pleasant, light finish are among New Life shelving's many advantages. ② **Catalog** files, the key to the books on the shelves, should be placed strategically for readers' convenience. New Life's index drawers have exclusive features such as one-hand-operated snap lock rods and edge-grain wear surfaces. ③ **Control** is maintained at the charging desk, from where no line of vision should be blocked. Placed close to administrative core, it controls entrance and exit. New Life charging desks are noted for their elegance and operational efficiency. ④ **Reading** area should provide ample, comfortable seating facilities, should utilize best means of lighting, and have an inspiring, flexible table pattern. The Freeline table is gracefully designed to give the reader unhampered freedom of movement.

**JOHN E. SJÖSTRÖM COMPANY, INC.**  
designers and manufacturers of

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## OF CURRENT INTEREST

(Concluded on page 8)

policy should reside in the people and be exercised through nonpartisan boards of education on the local level and on the state level. So why not follow a similar pattern on the national level with respect to the conduct and services of the U. S. Office of Education?

There is a considerable chance that the Congress, bogged down as it is in a welter of conflicting opinion on the question of federal financial assistance for any phase of education, might turn with relief to the passage of a piece of legislation like H.R. 5828 concerning which more general agreement could be established. An independent Office of Education under a nonpartisan lay board having authority to appoint the Commissioner of Education as its executive officer could be an important step in clarifying the whole picture of educational relationships in this country—local, state, and federal. If you agree that this is so, ask your members of Congress to support the Thompson bill.

## PUBLICIZING SCHOOLS

(Concluded from page 16)

comments, and the teaching staff was commended for their courtesy, the fine discipline, individual help to students, and the care taken of the slower child. Among the suggestions presented were more visual aids to add interest to the subjects, a more comprehensive physical education program. The principals were commended in many reports. The feeling seemed to be that good administration and good teacher-principal relationships go together.

In the aspect which presented the greatest impression on the visitors it was noted that the cordial reception, the homelike feeling in the school, and a relaxed atmosphere were especially revealed.

The visiting day, all in all, proved enlightening and enjoyable to the visitors. The schools are doing a good job and citizens and parents should endeavor to see that the work is continued. The suggestion was made that the visiting day should be repeated, on a semiannual plan, to promote a better understanding of school problems in the local community.

## CLOSE SCHOOLS?

(Concluded from page 18)

ern mass communication media in an emergency. If radio and television circuits are generally open and available for such use, the combination of them with home teaching offers interesting possibilities.

## Concluding Statement

The decision to close schools in a war emergency is a momentous one in terms of pupil protection and welfare and in terms of local defense problems. While it appears foolhardy to say schools should never close in the face of enemy action, it seems equally foolhardy to close them prematurely. Certainly, schools should remain open and functioning until it can be seen clearly that children's lives will be saved, and their welfare will be served best, by closing them.

Any such decision should be made on a rational basis and not on the counsel of sentiment or panic. Once the vast machinery of public education has stopped, it will take years to return it to top running order. More important, a great nation will have faltered in

its effort to transmit its respectable and complicated heritage to its youth. The shade of barbarism will have crept quite close.

## SPACE ALLOCATIONS

(Concluded from page 22)

ough study of preliminary plans by those responsible should prove rewarding. For instance, the apparent random allocation of storage area needs to be evaluated as to adequacy. It is as expensive as any part of the unit in which it is found.

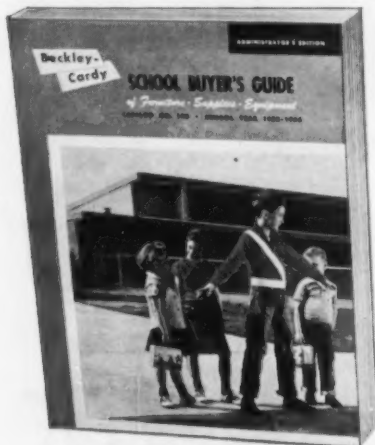
Finally, some important questions need to be answered. Who actually plans the buildings? Are they a product of thorough pooling of the knowledge and research of community and educational specialists? What is the influence of the architect in early planning? The apparent correlation between general and special classrooms raises some interesting questions. Is the designer whom the architect assigns to the job experienced and informed on space needs for schools? Is he given specifications as to areas by the board of education or does he just use his own ideas? The critical problem of school financing for building certainly warrants a closer look at space allocation.

NOTE: The third part of this study will take up space allocations for administration.

## PERSONAL NEWS

★ MRS. MANSON B. PETTIT has been elected a member of the Washington, D. C., board of education, to succeed Mary Parker, whose term expired June 30. WALTER N. TOBRINGER and COL. WEST A. HAMILTON were reappointed.

★ OWEN J. MARSH is the new president of the school board at Springfield, Ill.



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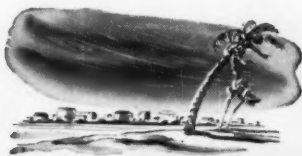
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entrapped before treatment can evaporate. Thus spalling and cracking due to freezing are halted. Efflorescence, too, is prevented.

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## News of Products for the Schools



The clear-span interior of the St. Davis, Ariz., gymnasium is shown here. Brick walls add ruggedness to the building; ceiling structure gives spacious appearance.

## STURDY METAL BUILDINGS

A new line of metal buildings to help school administrators and school boards provide extra classrooms faster and cheaper was unveiled recently by the Butler Manufacturing Company of Kansas City. These pre-engineered metal buildings can be constructed quickly by unskilled labor without the use of special skills or tools.

By standardizing and reducing component parts, Butler has developed a complete new line of 512 combinations of buildings based on its previous 47 combinations. Although the number of building combinations available has been increased more than eleven times, the total number of parts to be stocked has been reduced by two thirds, which

will mean additional savings in time and erection costs.

According to Butler officials, the many improvements in the structures will make them attractive to administrators and school boards today, who are faced with overcrowded classrooms and a minimum of building funds. The buildings have been used extensively for many years as schools, annexes, gymnasiums, school shop buildings, music additions, dormitories, and combinations of all these.

One new development alone has cut sheeting time on roofing Butler buildings in half. It is a new drive-fast rivet that has outmoded the old method of bolting roof panels on. Another Butler



This Butler rigid frame building provides 4244 square feet of space. Windows and ventilators provide year 'round service.

development named Lite-Panl, translucent sheets that provide modern interior daylighting, has lent versatility to the structures and widened their uses.

In addition to being fireproof and weather-tight, buildings afford a clear-span space so the whole floor area can be fully utilized for such purposes as school cafeterias and assembly-gymnasium combinations. The buildings can be expanded quickly and cheaply, added to structures already in use, modified to other purposes with little cost, and even moved without special skills or special tools.

(For Further Details Circle Index Code 081)

### MODERNLINE FURNITURE

The new "Modernline" school furniture, introduced this spring by Norcor Manufacturing Co., Inc., Green Bay, Wis., is well adapted to modern schoolroom architecture and classroom practices. Its streamlined appearance and look of easy mobility does away with the regimented appearance of classrooms.



Tubular Line

Norcor Modernline is designed for freedom of movement—there is little to restrict the restless feet of the pupil—while designed for correct posture. The line includes a basic chair of tubular steel construction with plywood seat and backrest, to which a tablet arm can be added, or desk top to make a chair desk, or arms for a teacher's or utility chair. These additions are bolted to the metal frame of the basic chair.

(For Further Details Circle Index Code 082)

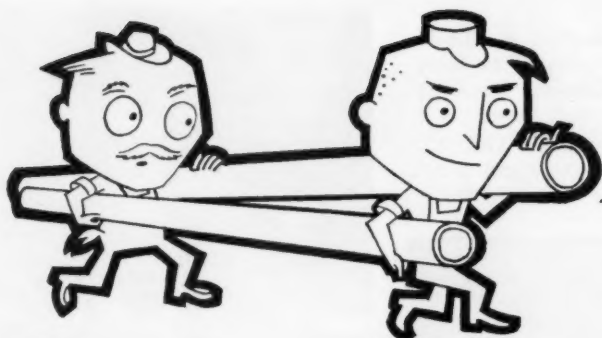
### CONSERVES WALL SPACE

Port-A-Fold folding tables and benches, manufactured by Schieber Sales Company, Detroit 39, Mich., are now available with double depth pockets. Two tables and four benches may be stored in the same wall area that is regularly required for one set. This design was developed for buildings lacking wall space for conventional Schieber equipment, or wishing to use the wall space for other purposes. The Port-A-Fold tables and benches in this new double depth unit are all detachable and may be rolled to any position and the tables and benches are not connected to each other so that the tables may be used separately with banquet chairs if desired.

Depth of the pocket is 14 inches, double that of conventional Port-A-Fold pockets.

(For Further Details Circle Index Code 083)

(Continued on page 62)



What are the men doing?

They are retubing the fuel economizer.



What happened to the old tubes?

Sulphuric acid ate holes in them.



Who put sulphuric acid in the fuel economizer?

Well, nobody meant to. But there was too much sulphur in the coal and when the coal burned some of the sulphur was turned to sulphuric acid.



Why did they purchase the high sulphur coal?

It figured out cheaper on the cents-per-million-BTU basis.

*But was it really cheaper by the time they put the new tubes in?*



There's a lot more to buying coal than the cost per ton. For facts and figures to solve your particular fuel requirements, write to: R. C. Riedinger, General Coal Traffic Manager, Chesapeake & Ohio Railway Company, Terminal Tower, Cleveland 1, Ohio.

No, it wasn't! And this instance shows that BTU cost is not the only factor to be considered in buying fuel. It's a matter of matching fuel to use and to equipment, and that requires close cooperation between the plant engineer and the purchasing agent.

## Chesapeake and Ohio Railway

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## DAYLIGHTED SCHOOL ADDITION

How to provide daylighting in new classrooms without outside wall windows was the problem recently faced by

the board of education at West Allis, Wis., and their architects, Lindl-Schutte of Milwaukee.



Courtyard Classroom Addition, West Allis Central High Schools, West Allis, Wis., is Lighted by Toplite Panels.



View of Roof

By using new Toplite Panels which permit diffused, glare-free daylight to enter the rooms through the ceiling, the board was able to get special permission from the state to construct three classrooms in an almost useless center court area of West Allis Central High School. Tests conducted showed that these new social studies and language classrooms have more than adequate light without artificial illumination.

In addition to providing the three classrooms, the remodeling of the center court area provided a girls' locker and shower room in the basement level of the addition. Total cost of the entire project was \$129,000.

(Continued on page 63)

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## News of Products . . .

(Continued from page 62)

According to the manufacturers of Toplite Panels, Owens Illinois, these new panels allow soft northern light to enter the rooms at all seasons, but reject solar heat during late spring and summer months. In addition to being cooler in warm months, classrooms built with Toplite require less artificial lighting than rooms without the panels.

A unique advantage of the new classrooms in the West Allis school is the circular seating arrangement with the teacher at the open end of the circle, giving students a better view of the teacher and each other and creating an informal atmosphere conducive to discussion groups. The social studies rooms are separated by a movable wall, which when opened, permits larger seating capacity for special classes and group meetings.

(For Further Information Circle Index Code 084)

## MANUFACTURER'S NEWS

Sam G. Rose, president of Victor Animatograph Corp., Davenport, Iowa, celebrates his 45th year of association with the company in this, Victor's 45th anniversary year. Hired as Sales Manager "before we had anything to sell," Mr. Rose was appointed secretary, then executive vice-president, and in 1946, president of the firm.

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July, 1955

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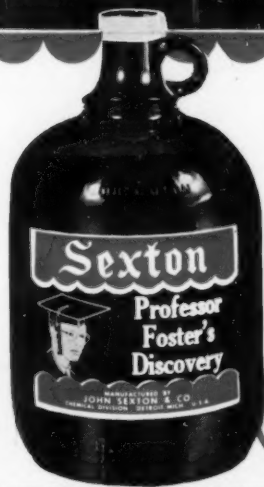
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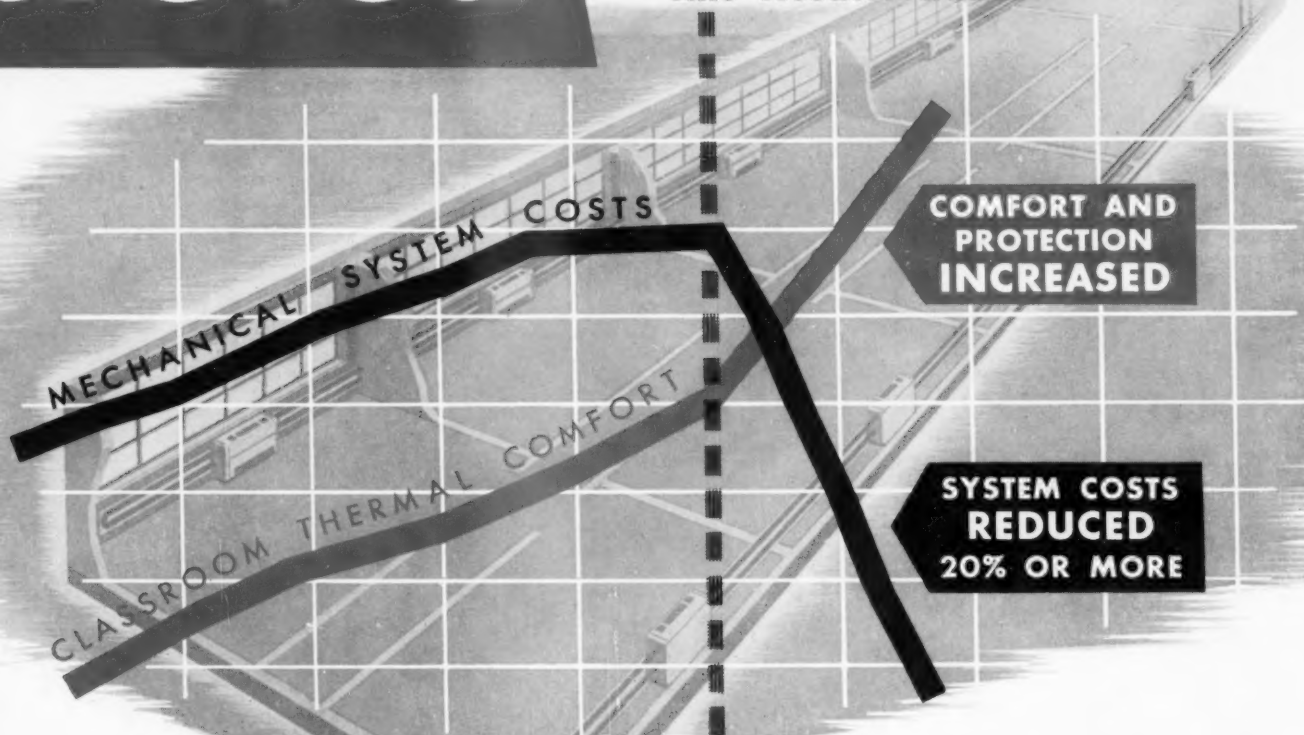
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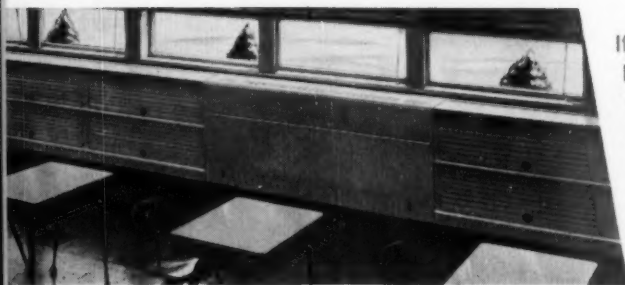
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